Calendar No. 340

99TH CONGRESS, 1st Session } SENATE { REPORT 99-152

DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATION BILL, 1986

OCTOBER 4 (legislative day, SEPTEMBER 30), 1985.—Ordered to be printed

Mr. ANDREWS, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 3244]

The Committee on Appropriations, to which was referred the bill (H.R. 3244) making appropriations for the Department of Transportation and related agencies for the fiscal year ending September 30, 1986, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

AMOUNTS OF NEW BUDGET (OBLIGATIONAL AUTHORITY) FOR FISCAL YEAR 1986

Amount of bill passed by the House	$10,852,587,569
Amount of bill as reported to Senate	10,014,716,569
Amount of budget estimates, 1986	7,888,219,569
Fiscal year 1985, enacted	11,659,823,584

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Summary of Major Recommendations

The major items contained in the bill include:

1. A total program level of $1,585,101,000 for the operating expenses of the Coast Guard;
2. The appropriation of $276,300,000 for the capital acquisition, construction, and improvement programs of the Coast Guard;
3. A total of $2,478,800,000 for operations and headquarters administration of the Federal Aviation Administration;
4. An appropriation of $993,000,000 for facilities and equipment of the Federal Aviation Administration;
5. A limitation on airport grants of $925,000,000;
6. A Federal-aid highway obligation ceiling of $12,750,000,000;
7. An appropriation of $2,100,000,000 for the Mass Transit Formula Grant Program, including operating assistance at last year's level;
8. Total funding for Amtrak at $616,000,000; and
9. Funding for the Motor Carrier Safety Grant Program of $20,000,000.

Pay Restoration Amendments

A series of Governmentwide budget amendments was transmitted by the President on July 26, 1985, (House Document 99–89). These amendments would restore the 5-percent salary and expense reductions proposed in the February budget submission. However, no additional funding appears to have been assumed for the Committee on Appropriations in its allocation under the fiscal year 1986 first budget resolution. The Committee, therefore, generally must assume that agencies will absorb these amounts unless otherwise provided for. The Committee expects to be notified immediately of administrative costs deficiencies which impact safety. Necessary supplemental costs will be reviewed next year during the hearing process.

Total Obligational Authority Provided—General Funds and Trust Funds

In addition to the appropriation of $10,014,716,569 in new budget authority for fiscal year 1986, large amounts of obligational authority are provided by law without consideration by the annual appropriations process. The principal items in this category are the trust funded programs for Federal-aid highways, for the Mass Transit Capital Fund, and for airport development grants. For fiscal year 1986, estimated obligations for these programs total $14,775,000,000.

TITLE I—DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

SALARIES AND EXPENSES

Appropriations, 1985	[1] $50,000,000
Budget estimate, 1986	51,995,000
House allowance	50,500,000
(By transfer)	(330,000)
Committee recommendation	51,300,000

[1] Excludes $435,000 made available in Public Law 99-88, fiscal year 1985 supplemental.

Establishment of the Office of the Secretary of Transportation is specifically provided for in section 3 of the Department of Transportation Act of October 15, 1966 (Public Law 89-670). The Office of the Secretary is composed of her immediate office, the Office of the General Counsel, and five assistant secretarial offices for policy and international affairs, budget and programs, governmental affairs, administration, and public affairs respectively. These secretarial offices have staff responsibilities consisting of policy development and central supervisory and coordinating functions necessary for the overall planning and direction of the Department of Transportation, including staff assistance and general management supervision of the counterpart offices in the operating administrations of the Department. A Minority Business Resource Center is operated to assist minority business firms in securing contracts on federally assisted transportation projects. As a result of the sunset of the Civil Aeronautics Board, most of the remaining functions that were transferred to the Department of Transportation are funded here and in the "Payment to air carriers" appropriation. The salaries, administrative expenses, and associated housekeeping costs for these above functions are included in the budget request for the Office of the Secretary.

The Committee recommends $51,300,000 for the salaries and expenses of the Office of the Secretary of Transportation. This is $800,000 more than the House allowance and $695,000 less than the budget request. The Committee bill also makes available $500,000 in unobligated balances, which is applied to the Minority Resource Business Center set-aside. The Committee has deleted bill language establishing separate appropriations by office, and suggests the following distribution:

Office	Request	House bill	Committee recommendations
Immediate Office of the Secretary	$1,004,000	$965,000	$980,000
(Positions)	(14)	(14)	(14)
Immediate Office of the Deputy Secretary	$509,000	$460,000	$490,000
(Positions)	(10)	(10)	(10)
General Counsel	$5,767,000	$5,500,000	$5,560,000
(Positions)	(120)	(121)	(120)
Policy and International Affairs	$8,300,000	$7,500,000	$7,800,000
(Positions)	(165)	(165)	(165)
Budget and Programs	$2,245,000	$2,180,000	$2,180,000
(Positions)	(44)	(44)	(44)
Governmental Affairs	$2,745,000	$2,570,000	$2,600,000
(Positions)	(56)	(56)	(58)
Administration	$21,139,000	$20,750,000	$20,930,000
(Positions)	(181)	(181)	(185)
Public Affairs	$1,522,000	$1,470,000	$1,490,000
(Positions)	(31)	(31)	(32)
Executive Secretariat	$840,000	$780,000	$780,000
(Positions)	(24)	(24)	(24)
Contract Appeals Board	$414,000	$400,000	$400,000
(Positions)	(5)	(5)	(5)
Office of Civil Rights	$1,330,000	$1,300,000	$1,300,000
(Positions)	(25)	(25)	(25)
Office of Commercial Space Transportation	$612,000	$500,000	$500,000
(Positions)	(11)	(11)	(9)
Office of Small and Disadvantaged Business Utilization	$4,398,000	[1] $4,575,000	[2] $3,900,000
(Positions)	(15)	(15)	(15)
Office of Essential Air Service	$558,000	[3] $970,000	$1,800,000
(Positions)	(0)	(30)	(36)
Regional representatives	$612,000	$580,000	$590,000
(Positions)	(12)	(12)	(12)
Total	$51,995,000	$50,500,000	$51,300,000
(Positions)	(713)	(744)	(754)

[1] Includes statutory set-aside of $3,500,000 for Minority Business Resource Center.
[2] Fiscal year 1985 carryover in excess of $500,000 is available to allow for $3,500,000 set-aside.
[3] In addition, $330,000 is provided by transfer.

The Committee has also deleted House general provisions limiting the number of political appointees, and limiting to $1,000,000 funds for Department of Transportation advisory committees.

ESSENTIAL AIR SERVICE

The Committee has restored 43 positions of the 54 eliminated by the budget proposal to terminate the Essential Air Service Subsidy Program. The House provided 30 positions. The Committee fully expects these resources to be sufficient to continue the program.

MANAGEMENT STUDIES

Since the sunset of the Civil Aeronautics Board on December 31, 1984, 307 employees transferred to the Department of Transportation to continue the remaining aviation regulatory functions. The Committee report accompanying the fiscal year 1985 bill contained a directive to streamline activities so that "necessary functions are carried out with the minimum possible increase in the size of the Office of the Secretary."

The Committee sees almost no evidence that this has occurred, despite testimony that people and functions have been integrated since sunset. The Offices of General Counsel and Policy have doubled in size since fiscal year 1984 and the original fiscal year 1985 budgets.

The Committee, therefore, expects the Secretary to document the extent to which former CAB staff are, in fact, integrated in ongoing departmental activities, and the resulting plan to reduce OST staffing over the next 5 years as a result of this integration.

An additional study should be made of the feasibility of absorbing the functions of the several secretarial offices, except for essential air service and the Office of Civil Rights, into the administration, policy or counsel offices. These two reports are to be forwarded by February 1, 1986.

TRAVEL

The Office of the Secretary travel costs are rising dramatically, despite administration and congressional efforts to achieve savings. The fiscal year 1986 request of $775,000 represents a 6-percent increase over last year and a 195-percent increase over fiscal year 1983. Furthermore, the travel request for the newly established Office of Commercial Space Transportation is sufficient to allocate each budgeted staff person an almost $8,000 annual travel allowance, before deducting advisory committee expenses. The Committee expects fiscal year 1986 OST direct travel costs to be contained at $600,000 which represents the fiscal year 1984 level adjusted for inflation.

SAFETY REVIEWS

The Committee has reviewed the results of the Secretary's aviation safety review. This study, also addressed in the FAA portion of this report, identifies several areas of concern and suggested remedies. The Committee commends the Department for its safety review, and agrees with the House report that the remaining modal safety studies are important and should be expedited. The Committee further expects the Department to continue to monitor both compliance by the FAA and other modes upon completion of safety reviews. Corrective measures taken by the Department will be discussed during the fiscal year 1987 budget hearings.

AVIATION SAFETY RESOURCES

The Secretary of Transportation announced on September 19, 1985, her intention to add additional air traffic controllers and aviation safety inspectors to the Federal Aviation Administration work force. This decision comes at a time of increasing concern over safety. While the Committee supports the Secretary in her efforts, it has deep concerns about the relationship between staffing levels and the necessary funds to support them.

The Secretary's announcement called for a 480-person increase in controllers. The Committee now understands that 300 of this increase is

attributable to the fact that the current work force totals 14,000, instead of the 14,300-level which the FAA Administrator testified on April 3, 1985, had been reached in February 1985. The Committee understands that the balance of the increase is contemplated in the FAA's fiscal year 1986 budget request. No additional budget resources are requested for this initiative.

In addition, the Secretary's announcement that 500 air carrier and general aviation inspectors will be added over the next 3 years was made in advance of the necessary budget amendment, which was under consideration within the administration for some time, and was transmitted after the subcommittee markup.

The Committee cannot adequately set FAA resource requirements in the appropriation bill when current and projected staffing levels change without explanation, and when necessary budget amendments are not provided.

Henceforward, the Secretary is directed to notify the Committees on Appropriations immediately of any significant safety resource adjustments, and provide a comprehensive plan for funding increased personnel.

Transportation Planning, Research, and Development

Appropriations, 1985	$5,700,000
Budget estimate, 1986	5,558,000
House allowance	3,000,000
Committee recommendation	4,000,000

The Office of the Secretary performs those research activities and studies which can more effectively or appropriately be conducted centrally than in the operating administrations. This research effort is concerned with planning, analysis, and information development needed to support the Secretary in the formulation of national transportation policies. The program is carried out primarily through contracts with other Federal agencies, educational institutions, nonprofit research organizations, and private firms, and is included in the budget request for the Office of the Secretary. The University Research Program, transferred back to the Office of the Secretary in fiscal year 1985, provides assistance to colleges, universities, and their students to conduct research in the field of transportation. Special emphasis is placed on assisting historically black colleges and universities in taking part in transportation research and aiding minority students in preparing for careers in transportation.

The Committee recommends $4,000,000 for transportation planning, research, and development, which is $1,558,000 less than the budget request and $1,000,000 more than the House allowance. The Committee feels this level is necessary to carry out those studies called for in the House report, including the Pacific basin study.

Limitation on Working Capital Fund

Limitation, 1985	($64,500,000)
Budget estimate, 1986	(67,033,000)
House allowance	(64,500,000)
Committee recommendation	(64,500,000)

The funds are drawn from appropriations contained elsewhere in this bill and are used to finance central operations such as publishing and graphics, support activities, library services and computer systems. These common services are funded in this manner to promote economy and efficiency.

The bill includes a limitation on the Working Capital Fund of $64,500,000, which is $2,533,000 less than the budget request and the same as the House allowance.

Payments to Air Carriers

Appropriations, 1985	$52,000,000
Budget estimate, 1986	
House allowance	36,000,000
Committee recommendation	28,000,000

The Secretary of Transportation, through powers of delegation and review, now administers the Section 419 Subsidy Program, which was created as part of the Airline Deregulation Act of 1978. Subsidy under this program is paid to airlines, primarily commuter carriers. There was no budget request for this appropriation.

The Committee recommends $28,000,000 for fiscal year 1986 payments to air carriers, which is $8,000,000 less than the House allowance.

The Committee has received testimony that the subsidies required in fiscal year 1986 are not likely to exceed $40,000,000. Therefore, the amount recommended, as well as the estimated $12,000,000 carryover, are sufficient to fully fund the program.

The Committee strongly supports continuation of this vital program, through its authorized 10-year period. Small community air service was intended as a balance to the broad freedoms granted the airlines under the 1978 Airline Deregulation Act. Rather than attempting to eliminate this program, the Department should focus on ways in which it can foster small community air service past 1988. The Committee intends to explore such efforts during the fiscal year 1987 budget hearing.

COAST GUARD

Summary of Fiscal Year 1986 Program

The U.S. Coast Guard, as it is known today, was established on January 28, 1915, through the merger of the Revenue Cutter Service and the Lifesaving Service. This was followed by transfers to the Coast Guard of the U.S. Lighthouse Service in 1939 and the Bureau of Marine Inspection and Navigation in 1942. The Coast Guard has as its primary responsibilities the enforcement of all applicable Federal laws on the high seas and waters subject to the jurisdiction of the United States,

safety of life and property at sea; aiding navigation; and maintaining a state of readiness to function as a specialized service in the Navy in time of war (14 U.S.C. 1, 2).

The Committee recommends a total program level of $2,332,903,000 for the activities of the Coast Guard in fiscal year 1986. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1985 appropriation level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Operating expenses	[1] 1,740,000	[2] 1,788,608	1,785,200	1,585,101
(By transfer)	(28,775)			
Acquisition, construction, and improvements	[3] 380,440	303,058	267,300	276,300
Alteration of bridges	13,600	5,200	7,195	5,200
Retired pay	330,800	351,800	351,800	351,800
Reserve training	[4] 59,858	61,502	61,502	61,502
Research, development, test, and evaluation	23,000	23,000	23,000	21,000
Boat safety	[5] 13,750	13,625	13,625	[5] 30,000
Other Coast Guard activities	2,000	2,000	2,000	2,000
Total	2,563,448	2,548,793	2,511,622	2,332,903

[1] Includes appropriation for debt reduction.
[2] Includes $57,927,000 proposed to be transferred from the Fisheries Loan Fund, and $15,000,000 appropriated from the "Boat safety" account.
[3] Includes $6,240,000 for icebreaker repair, funded in the Defense section of Public Law 99-88 the Fiscal Year 1985 Supplemental Appropriations Act.
[4] Includes $1,025,000 derived by transfer.
[5] Limitation on obligations.

Operating Expenses

	Appropriation	By transfer
Appropriations, 1985	$1,740,000,000	[1] ($28,775,000)
Budget estimate, 1986	1,773,608,000	(15,000,000)
House allowance	1,762,200,000	(23,000,000)
Committee recommendation	1,560,101,000	(25,000,000)

[1] Includes: $15,000,000 available until expended provided in Public Law 99-88 the Fiscal Year 1985 Supplemental Appropriations Act, $3,275,000 transferred from payments to air carriers, and $10,500,000 transferred in the fiscal year 1985 Defense appropriations bill.

Through the "Operating expenses" appropriation, the Coast Guard employs multipurpose vessels, aircraft, and shore units, strategically located along the coasts and inland waterways of the United States and in selected areas overseas.

The activities of this appropriation fall into the following categories:

Search and rescue.—The Coast Guard maintains a nationwide system of boats, aircraft, cutters, and rescue coordination centers on 24-hour alert.

Aids to navigation.—A network of manned and unmanned aids to navigation is maintained along our coasts and on our inland waterways, and LORAN stations are operated in the United States and abroad to serve the needs of the armed services and marine and air commerce.

Marine safety.—The Coast Guard insures compliance with Federal statutes and regulations pertaining to the merchant marine industry, operates a Boat Safety Standards Program, and is responsible for the safety and security of U.S. ports and waterways.

Marine environmental protection.—Under various laws, international agreements, and conventions, the Coast Guard is charged with the prevention of damage to the marine environment.

Enforcement of laws and treaties.—Cutters and aircraft conduct patrols to enforce international agreements and Federal laws on the high seas and waters over which the United States exercises jurisdiction concerning fisheries, drug smuggling, illegal immigration, hijacking/theft of vessels and other unlawful activities.

Ice operations.—Polar ice operations are performed by icebreakers or ice-strengthened cutters in support of Coast Guard programs, and the requirements of other agencies on a fully reimbursable basis. Domestic ice operations are performed on navigable waters of the United States. Also included are certain marine science activities.

Military readiness.—The Coast Guard operates as a service in the Navy in time of war or national emergency at the direction of the President. During peacetime, an effective state of military preparedness is maintained.

Headquarters administration.—The headquarters administration activity provides funding for administrative services at the headquarters location of the Coast Guard, including executive direction; budget planning and policy; command, control, communication, and operations; financial management; legal; engineering; civil rights; and personnel and health services for the Coast Guard.

For Coast Guard operating expenses the bill provides $1,585,101,000, composed of new appropriations of $1,560,101,000, $15,000,000 from the "Boat safety" account, and $10,000,000 transferred from the pollution fund. This program level is $203,507,000 less than the budget request, including the $6,507,000 budget amendment for pay restoration. With the availability of funds carried over from the $15,000,000 provided in Public Law 99-88, supplemental appropriations, the program level totals around $1,600,000,000. The Committee's program total is $200,099,000 less than the House allowance.

This reduction from the request and House level was made by the Committee after extensive debate about the total of the bill relative to the budget resolution. The subcommittee's original recommendation was reduced $200,000,000, pending a revised budget resolution.

The bill includes language transferring $10,000,000 from the pollution fund to be used as an offset to marine environmental protection activities of the Coast Guard in fiscal year 1986. The House bill transfers $8,000,000 from the fund. The bill does not include requested language transferring funds from the fisheries loan fund, since the necessary authorizing legislation has not been enacted.

The bill includes language which makes $792,800,000 available for all military personnel compensation throughout the several budget ac-

counts, and funds the Committee total Coast Guard allowance of 38,900 full-time equivalent military employment level and a position total of 39,150. This amount is $6,000,000 over the sum contained in the House provision. Funds for Coast Guard military costs are to be augmented by a $15,000,000 transfer from Navy operations and maintenance, DOD appropriations, pursuant to section 1421(c)(2) of the Defense Authorization Act. The House and Committee assume a $5,000,000 increase over the budget request for continued operation of Great Lakes search and rescue facilities, funding for which is available from supplemental appropriations carried over into fiscal year 1986.

The Committee recommendation for operations also assumes continuation of drug enforcement initiatives directed by H.R. 2577, fiscal year 1985 supplemental appropriations. Specifically, the Committee directs the Coast Guard to continue operation of the high-endurance cutters *Taney* and *Ingham* until they are replaced by new 270-foot cutters. The Committee allowance also provides for aircraft support necessary for C–130 acquisitions and for continuation of additional crews for the Coast Guard's eight new patrol boats. The Committee is encouraged by the success of the Haitian migrant interdiction operation and directs that it be continued.

The Committee is pleased to note the continuing progress of the Coast Guard Family Program. The Committee is concerned about the rising incidence of child abuse and neglect occurring in child care centers nationwide, and notes the preventive efforts that the Coast Guard has begun toward improving standards for staffing and environment. The Coast Guard is directed to continue its work to reduce the potential for child abuse and neglect in its child care centers, and an additional $150,000 for this purpose has been included within the total available appropriations.

The Committee further directs the Coast Guard to work with the communities of Michigan City, IN, and Grand Haven, Manistee, St. Joseph, and South Haven, MI, to preserve, at least Federal cost, the elevated walkways at those locations. Funds should not be used to destroy the walkways while such discussions are underway.

DRUG INTERDICTION

The bill includes a provision requiring $328,000,000 as a minimum level of effort for Coast Guard drug enforcement activities, an increase of $3,000,000 over the House level.

The Committee continues to be concerned with the significant amount of illegal drugs that enter this country each year. The latest estimates by the Drug Enforcement Administration revealed that as much as 71 metric tons of cocaine came into the United States in 1984. The number of cocaine-related hospital emergencies and deaths have continued to rise sharply since 1984, the price of cocaine has dropped sharply, and the purity is up. These are all signs that there is a glut of cocaine in the United States.

The Committee is pleased that the Coast Guard, in cooperation with other Federal agencies, has in recent years increased efforts to interdict foreign drugs flooding this country. The Coast Guard's drug interdiction strategy aimed primarily at interdicting motherships and focusing their interdicting efforts in the four major Caribbean choke points around Cuba, Haiti, the Dominican Republic, and Puerto Rico, has proven successful. The use of tethered aerostat radar balloons also offers the probability of significant improvement in the Coast Guard's overall drug interdiction capabilities.

In spite of the progress made, the Congress continues to be concerned that the flow of foreign drugs into this country continues at an unacceptably high level and that the Coast Guard must continue to focus and redouble its drug interdiction efforts. The Committee has included funds to permit the eight patrol boats that will be delivered to the Coast Guard in fiscal year 1986 to operate 180 days out of a year as opposed to 120 days of operation that would be permitted with requested funds.

Systemwide deficiencies in the Coast Guard procurement program have been a major obstacle to the Coast Guard's ability to deploy in a timely manner new capital equipment needed to fight the drug war. The Committee has assumed $1,600,000 will be available to establish a new Office of Acquisition and Contract Management to address this problem, the details of which are discussed below.

COAST GUARD PROCUREMENT DEFICIENCIES

Recent reports by the General Accounting Office [GAO], the Department of Transportation's Inspector General, and the Logistics Management Institute [LMI] have all confirmed and documented systemwide deficiencies in the Coast Guard's procurement and acquisition system. All three reports have documented problems which occur in all phases in the Coast Guard's acquisition process: (1) Identifying the specific characteristics for the items to be procured; (2) reviewing and approving the procurement; and (3) managing and executing the procurement. The LMI study entitled, "Improving Acquisition Management in the Coast Guard" commissioned and paid for by the Coast Guard makes, among other observations, that: (1) The Coast Guard plans to spend only $6,500 in fiscal year 1985 for the training of procurement personnel; (2) the turnover rate for Coast Guard procurement personnel is 40 percent compared to 2 percent for FAA and 12 percent for the Navy; and (3) the average grade structure for the Coast Guard procurement personnel is 10.3 compared to FAA's 13.2 for an operation of similar activity and responsibility.

While the Committee is pleased that the Coast Guard has acknowledged the existence of procurement system deficiencies, concern exists that a remedy for these problems is being postponed. The Committee has been urging that improvements be made in Coast Guard procurement for over 2 years and has little sympathy for further delay. It is therefore directed that the Coast Guard, as recommended by the LMI

study, establish a new Office of Acquisition and Contract Management that will report directly to the Commandant of the Coast Guard. While most of the resources for this new organization are already available, the Committee provides $1,600,000 within the total appropriation to assist in building an organization that will include at least 150 people. Funding provided by the Committee will also be used to provide an adequate level for training and an amount to adjust the grade structure to levels compatible with other DOT procurement offices in order to attract and retain people with the appropriate skills.

The Committee fully expects the Coast Guard to move aggressively to establish this new office with policies, practices, procedures, and personnel structures needed to fully correct existing deficiencies. The Committee expects the new office to be established no later than January 15, 1986, and will request the General Accounting Office to assist in monitoring progress, both in implementing and establishing the new office, as well as evaluating its effectiveness once established. The Committee expects to fully address this matter at the next appropriation hearing.

Acquisition, Construction, and Improvements

Appropriations, 1985	$374,200,000
(By transfer)	(6,240,000)
Budget estimate, 1986	303,058,000
House allowance	267,300,000
Committee recommendation	276,300,000

This appropriation provides for the major acquisition, construction, and improvement of vessels, aircraft, shore units, and aids to navigation operated and maintained by the Coast Guard. Currently, the Coast Guard has in operation approximately 250 cutters, ranging in size from 65-foot tugs to 399-foot polar icebreakers, more than 2,000 boats, more than 175 helicopters and fixed-wing aircraft, approximately 600 stations, centers, and other shore units, some 45,000 navigational aids, and more than 35 radio navigational stations.

For acquisition, construction, and improvements, the bill includes $276,300,000, which is $26,758,000 less than the budget request and $9,000,000 more than the House allowance.

The following summarizes the programmatic recommendations:

	House allowance	Committee recommendations
Vessels	$93,800,000	$88,800,000
Aircraft	37,000,000	61,000,000
Command, control, and communications	28,400,000	28,400,000
Shore facilities	64,300,000	54,300,000
Aids to navigation	18,300,000	18,300,000
Administration	25,500,000	25,500,000
Total	267,300,000	276,300,000

This level is sufficient to support those items contained in the House report with the following adjustments: A further reduction of $5,000,-

000 for the fleet renovation and modernization [FRAM] project; funds are included for one additional C–130 aircraft; restoration of the House reduction of $6,958,000 for forward looking airborne radar, offset by an equivalent reduction to the request for Petaluma Training Center construction; and a further reduction of $3,000,000 for lower priority shore support projects.

Bill language is continued which requires written warranties on major acquisitions.

The Committee directs that within available funds, a seasonal search and rescue detachment be established at Homer, AK. The Coast Guard estimates that less than $100,000 is required for boat, moorings, and leased office space for such a facility.

Alteration of Bridges

Appropriations, 1985	$13,600,000
Budget estimate, 1986	5,200,000
House allowance	7,195,000
Committee recommendation	5,200,000

The "Alteration of bridges" appropriation provides funds for the Coast Guard's share of the cost of altering or removing bridges obstructive to navigation. Under the provisions of the Truman-Hobbs Act of June 21, 1940, as amended, (33 U.S.C. 511 et seq.) the Coast Guard, as the Federal Government's agent, is required to share with owners the cost of altering railroad and publicly owned highway bridges which obstruct the free movement of navigation on navigable waters of the United States in accordance with the formula established in 33 United States Code 516.

The Committee provides $5,200,000 for continued alterations on the Willamette River bridge. This is the same as the budget request and $1,995,000 less than the House allowance.

Retired Pay

Appropriations, 1985	$330,800,000
Budget estimate, 1986	351,800,000
House allowance	351,800,000
Committee recommendation	351,800,000

The "Retired pay" appropriation provides for retired pay of military personnel of the Coast Guard and Coast Guard Reserve, members of the former Lighthouse Service, and for annuities payable to beneficiaries of retired military personnel under the retired serviceman's family protection plan (10 U.S.C. 1431–1446) and survivor benefit plan (10 U.S.C. 1447–1455), and for medical care of retired personnel and their dependents under the Dependents Medical Care Act. The average number of personnel on the retired rolls is estimated to be 24,298 in fiscal year 1986, as compared with an estimated 23,819 in fiscal year 1985 and 23,379 in fiscal year 1984.

The bill includes $351,800,000 for retired pay, which is the same as the House allowance and the budget request.

Reserve Training

Appropriations, 1985	$58,833,000
(By transfer)	(1,025,000)
Budget estimate, 1986	61,502,000
House allowance	61,502,000
Committee recommendation	61,502,000

The Coast Guard Reserve was established by Act of Congress in February 1941, to provide qualified individuals and trained units for active duty in time of war or national emergency. This objective is now being accomplished through formal training and augmentation of regular forces in the performance of peacetime missions during domestic emergencies and during routine and peak operations. The program activities fall into the following categories.

Initial training.—This activity consists of initial training for three categories of non-prior-service trainees.

Continuing training.—This activity includes the training of officer and enlisted personnel through the performance of drills and annual active duty training.

Operation and maintenance of training facilities.—This activity consists of the day-to-day operation and maintenance of Reserve training facilities, including organized Reserve training units.

Administration.—This activity provides all administrative functions required in the operation of the Reserve Forces Program.

The bill includes $61,502,000 for reserve training, which is the same as the budget request and the House allowance. The increase of $1,644,000 over fiscal year 1985 will continue to support a ready reserve of 17,800, including a selected reserve of 12,500.

Research, Development, Test, and Evaluation

Appropriations, 1985	$23,000,000
Budget estimate, 1986	23,000,000
House allowance	23,000,000
Committee recommendation	21,000,000

The Coast Guard's Research and Development Program seeks to maintain and expand the technological base in areas crucial to the successful execution of the Coast Guard's operational and regulatory missions. This appropriation will allow the Coast Guard to continue its research and development in the areas of search and rescue, commercial vessel safety, marine environmental protection, aids to navigation, and advanced-technology vessels. Increased emphasis will be devoted to enforcement of laws and treaties.

The bill includes $21,000,000 for research, development, test, and evaluation, which is $2,000,000 less than the budget request and the House allowance. The Committee has also provided funds for 85 military and 110 civilian positions under this appropriation. The reduction is to be absorbed in administrative overhead, as well as reductions in lower priority research activities.

Offshore Oil Pollution Compensation Fund

Appropriations, 1985	$1,000,000
Budget estimate, 1986	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

Title III of the Outer Continental Shelf Lands Act Amendments of 1978 provides for an Oil Pollution Compensation Fund to pay compensation for damages, including cleanup resulting from oil spills as a result of loading, offloading, or transit activities taking place on the Outer Continental Shelf. Receipts are generated from a fee on Outer Continental Shelf oil.

The bill includes $1,000,000, together with the requested authority to borrow from the Secretary of the Treasury to meet fund obligations. In addition, the bill includes the language requested to limit fiscal year 1986 obligations under the fund to a maximum of $60,000,000.

Deepwater Port Liability Fund

Appropriations, 1985	$1,000,000
Budget estimate, 1986	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

The Deepwater Port Liability Fund was established to provide a system for determination and settlement, without fault, of claims for all cleanup costs and damages incurred, but not otherwise compensated, as a result of discharges of oil into the marine environment from deepwater port activities. (33 U.S.C. 1517(f)).

The Committee recommends an appropriation for the continued operation of the Deepwater Port Liability Fund, under which the Coast Guard expects obligations to reach $1,000,000. The Committee believes that this amount, together with the unobligated balance from prior year appropriations, should provide sufficient obligational authority for fiscal year 1986. The bill also includes the language requested to permit borrowing from the Secretary of the Treasury and to limit total fund obligations to $50,000,000 in fiscal year 1986.

Boat Safety

(Liquidation of Contract Authorization—Trust Fund)

Appropriations, 1985	($13,625,000)
Budget estimate, 1986	13,625,000
House allowance	13,625,000
Committee recommendation	(30,000,000)

This account provides financial assistance for a coordinated national Recreational Boating Safety Program for the several States. Title 46 United States Code 13106 establishes a "Boat safety" account from which the Secretary may allocate and distribute matching funds to assist in the development, administration, and financing of qualifying State programs. The "Boat safety" account consists of amounts transferred

into it from the highway trust fund equivalent to the motorboat fuel tax (9 cents per gallon) receipts, but not to exceed $45,000,000 per year, or $45,000,000 total at any time. Any motorboat fuel tax receipts in excess of $45,000,000 are transferred to the Land and Water Conservation Fund, and the "Sport fish restoration" account, which are managed by the Department of the Interior.

The House bill provides appropriations in the amount of $13,625,000 for this activity, less than one-half the amount authorized by Congress. The Committee continues past practice of placing a limitation on obligations from the fund. This approach is endorsed by the House Committee on the Budget and the Congressional Budget Office. The full authorization amount of $30,000,000 is provided for fiscal year 1986, an increase of $16,375,000 over the budget request.

The Committee feels strongly that, at a time when Congress is considering additional user fees for Coast Guard services, it must return to the States the full amount collected from marine fuel taxes. In addition, these funds are used by the States to teach boating safety and help enforce boating laws. As the Coast Guard is receiving the full authorized amount to augment its operations costs related to marine safety, so should this program be fully funded. A table showing State allocations follows:

State	House allowance	Committee recommendations
Alabama	$337,071	$742,174
Arizona	193,952	427,050
Arkansas	168,052	370,023
California	903,030	1,988,322
Colorado	124,894	274,995
Connecticut	172,401	379,599
Delaware	146,050	321,578
District of Columbia	162,451	357,690
Florida	754,688	1,661,698
Georgia	300,959	662,662
Hawaii	164,966	363,227
Idaho	144,386	317,914
Illinois	253,674	558,547
Indiana	225,292	496,055
Iowa	247,597	545,168
Kansas	132,824	292,457
Kentucky	246,700	543,192
Louisiana	303,056	667,280
Maine	161,589	355,791
Maryland	761,683	1,677,099
Massachusetts	251,580	553,937
Michigan	650,495	1,432,283
Minnesota	544,923	1,199,830
Mississippi	215,300	474,054
Missouri	354,117	779,706
Montana	115,077	253,380
Nebraska	118,481	260,876
Nevada	125,281	275,848
New Hampshire	122,024	268,677
New Jersey	370,288	815,313
New Mexico	115,490	254,290
New York	320,146	704,909
North Carolina	240,413	529,349

State	House allowance	Committee recommendations
North Dakota	$107,474	$236,640
Ohio	483,059	1,063,616
Oklahoma	276,968	609,838
Oregon	226,652	499,050
Pennsylvania	346,812	763,622
Rhode Island	105,989	233,369
South Carolina	273,857	602,988
South Dakota	106,996	235,588
Tennessee	234,403	516,117
Texas	419,999	924,769
Utah	143,395	315,732
Vermont	105,933	233,247
Virginia	201,562	443,807
Washington	238,166	524,402
West Virginia	115,374	254,034
Wisconsin	323,684	712,698
Wyoming	99,843	219,838
Puerto Rico, and trust territories	365,903	805,656
Program level[1]	13,625,000	30,000,000

[1] Total adjusted to include for 5 percent set aside for national programs.

FEDERAL AVIATION ADMINISTRATION

Summary of Fiscal Year 1986 Program

The Federal Aviation Administration traces its origins to the Air Commerce Act of 1926, but more recently to the Federal Aviation Act of 1958 which established the independent Federal Aviation Agency from functions which had resided in the Airways Modernization Board, the Civil Aeronautics Administration, and parts of the Civil Aeronautics Board. FAA became an administration of the Department of Transportation on April 1, 1967, pursuant to the Department of Transportation Act (October 15, 1966).

The total recommended program level for the FAA for fiscal year 1986 amounts to $4,644,900,000, including a $925,000,000 obligation limitation against previously enacted contract authority for the Airport Grants Program. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1985 program level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Headquarters administration	66,900	66,578	64,400	64,400
Operations	[1] 2,642,712	2,749,870	2,694,600	2,414,400
Facilities and equipment	1,358,000	1,146,500	1,044,000	993,000
Research, engineering, and development	265,000	197,925	190,000	[3] 207,000
Grants-in-aid for airports [2]	925,000	1,017,000	925,000	925,000
Metropolitan Washington airports	48,932	49,175	47,400	41,100
Total	5,306,544	5,227,048	4,965,400	4,644,900

[1] Includes $18,112,000 derived by transfer
[2] Obligation ceiling on contract authority
[3] Includes $15,000,000 derived by transfer

HEADQUARTERS ADMINISTRATION

Appropriations, 1985	$66,900,000
Budget estimate, 1986	66,578,000
House allowance	64,400,000
Committee recommendation	64,400,000

The Committee recommends an appropriation of $64,400,000 for the following activities:

Procurement.—Directs the management and procurement of materiel and supplies, primarily for the Washington headquarters.

Executive direction.—Establishes policy and broad technological, operational, and managerial concepts. Directs the agency in implementation of policy and execution of established concepts.

Communications control.—Provides key agency officials with effective executive telecommunications.

Public affairs.—Insures that relevant information concerning FAA is consistently presented in a factual and timely manner.

Legal.—Provides legal counsel and advice for the handling of all legal matters with which FAA is concerned, in order to insure conformance with all legal requirements of all applicable laws, rules, regulations, and orders.

Planning/policy.—Recommends FAA policy and plans; identifies needed national air system changes; performs economic analysis of regulations.

Accounting.—Provides accounting, financial advisory, and audit liaison services.

Budget.—Identifies and defines budgetary needs and assures that they are effectively presented to the Office of the Secretary of Transportation, Office of Management and Budget, and congressional committees, and that funds and other resources available to the agency are effectively utilized.

Civil rights.—Assures full and affirmative implementation of civil rights and equal opportunity precepts within the Federal Aviation Administration.

International aviation.—Insures adequacy of international aviation system policies, maintains effective liaison with foreign governments.

Personnel management.—Develops, issues, and guides the personnel policies of the FAA.

Labor relations.—Provides advice and assistance on labor relations and employee conduct and discipline programs; administers national labor agreements.

Management systems/data systems.—Develops and administers the implementation and operation of FAA organizational plans, management systems and controls, and administrative standards and procedures; provides data processing, editorial, graphics, and publishing services.

Centralized training.—Plans, develops, coordinates, and directs certain management training programs for the FAA workforce.

The Committee recommendation provides $64,400,000 for headquarters administration, which is $2,178,000 less than the budget request and the same as the House allowance.

The bill adds language included in past years' appropriations acts permitting transfers between this account and operations. The transfer amount of 2 percent represents a reduction from the current law amount of 7.5 percent. The House bill provides no such authority.

The Committee concurs with the House allowance of 629 positions, which is the same as the budget request.

INCREASED CONTROLLERS AND INSPECTORS

The Secretary announced on September 19, 1985, her intention to increase the controller and inspector work force, beginning in fiscal year 1986. The Committee supports this initiative.

The Committee, however, is deeply concerned about representations FAA has made about the controller work force. During the subcommittee's September 1984 hearing on aviation delays, confusion arose over the adequacy of fiscal year 1985 funding to support the Administrator's goal of 14,306 controllers. The following are excerpts from that hearing record:

> Senator ANDREWS. This 14,306 is then the full staffing level?
>
> Mr. ENGEN. It is, yes sir.
>
> Senator ANDREWS. When do you intend to reach the full staffing level?
>
> Mr. ENGEN. I am looking at February 1985.
>
> * * * * * * *
>
> Senator ANDREWS. You are authorized to go to 14,306, that is absolutely correct, but your predecessor asked this subcommittee of mine for the funding to handle 13,795 * * *.
>
> We have, that is the reason for these hearings, perceived a sudden need—not sudden, but it is suddenly becoming perceived, it has been growing for 4 or 5 months—to the business of having adequate air controllers on hand. The funding level asked for by the Office of Management and Budget, asked for

by your predecessor, comes short of what you now say, and the press reports, is necessary.

We can't do it with smoke and mirrors. We have got to do it with a dollar request.

* * * * * * *

Senator ANDREWS. This is a great disparity with what your shop said was adequate 6 months ago. The reason for the hearings is not necessarily to bring you great folks together. The reason for the hearings is that if that is indeed and in fact the case, we have to address it.

Mr. ENGEN. Let me say, Mr. Chairman, if I may. Let me go look at this. You have caught me with my socks down on this one. I wasn't aware of this viewpoint. May I get back to you for the record on this?

LETTER FROM DONALD D. ENGEN

SEPTEMBER 11, 1984.

Hon. MARK ANDREWS,
Chairman, Subcommittee on Transportation, Committee on Appropriations, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: To settle some of the misunderstanding that appears to have developed from our dialogue during last Friday's hearing, I have prepared a recapitulation of the history of our estimates. In sum, I believe it demonstrates that the Federal Aviation Administration [FAA] continues to make necessary adjustments within the President's budget and the pending Senate bill. It is unfortunate that we did not catch a bookkeeping discrepancy between how we counted the "controller" work force in earlier analyses and a somewhat different counting of the very same people after their positions were reclassified in the intervening time.

In addition, it is true that we will be hiring more controllers in fiscal year 1985 than originally anticipated, but they are to replace unexpected losses experienced the year before—and therefore their salaries were already contemplated in the dollar estimates. These adjustments are still within the number of positions in our original request. Per the direction in your report, FAA is making every effort to find the relatively small sum necessary to finance the increased air traffic training load. I will, as always, consult with your Committee on any significant reallocation that is necessary.

I am sorry about any misunderstanding that may have occurred on Friday morning, and trust that this analysis will clear it up to your satisfaction.

Sincerely,

DONALD D. ENGEN, *Administrator.*

AIR TRAFFIC STAFFING—FISCAL YEARS 1984–85

1. *Fiscal year 1985 congressional submission—February 1984*
   —FAA requested *19,276* positions in fiscal year 1985 for operation of en route and terminal air traffic control facilities.
   —An average employment level of 18,799 was estimated and funded in the submission.
   —We anticipated an employment level of *19,095* at start fiscal year 1985 and end fiscal year 1985 employment of *18,502*.
   —Of the *18,502*, our internal allocation was *13,795* to the controller work force and *4,707* to overhead positions.

2. *Subsequent events—June 1984*
   —Some of the positions classified as "overhead" (Communications Specialists) were reclassified by OPM to "controllers" (Job Series 2154). This increased the estimated *13,795* controller work force at end fiscal year 1985 to *14,089*.
   —By June of this year, FAA realized that the start fiscal year 1985 employment goal of 19,095 (including 14,306 controllers) would not be met, due to a somewhat higher attrition rate than anticipated.
   —To replace this shortfall, FAA increased its planned hiring of controller trainees in fiscal year 1985 from approximately 1,200 to 2,400, an increase of *1,200 plus*.
   —Funds to pay the salaries of these additional controller hires are already in the budget. The budgeted fiscal year 1985 average employment (18,799) is higher than our now currently estimated fiscal year 1985 average employment.
   —However, additional training money (now $10 million) is required in fiscal year 1985. The Senate Appropriations Subcommittee was so informed and FAA was directed to ". . . fully fund controller training costs within the total provided." [for the operations appropriation]. (Senate Report 98–561, 98th Congress, 2d Session, p. 25).
   —The FAA expects to make several small adjustments to finance the $10 million for an increased training load.
   —FAA has revised its end-year fiscal year 1985 employment goal of *14,089* controllers to *14,306* . . . our originally planned start fiscal year 1985 controller work force.
   —FAA continues to manage its air traffic employment within funds and positions reported by the Senate Appropriations Committee.

* * * * * * *

The Administrator testified tc the subcommittee at the budget hearing this April that the controller work force goal of 14,306 had in fact been attained. Now the Committee has been informed, unofficially, that a work force of 14,000 is in place and is the adequate fiscal year 1985 goal. This shortfall off 300 has occurred in the past 6 months, without explanation to the Committee. Furthermore, the shortfall represents 62 percent of the Secretary's announced increase.

The Committee sees a pattern of shifting numbers and goals, staffing shortfalls explained after the fact as attrition, coupled with assertions that no additional funding is contemplated. This situation undermines the Secretary's and the Administrator's credibility on such a vital matter.

The Committee is prepared to conduct a special oversight hearing with all responsible administration representatives unless a full explanation of the above issues is not forthcoming.

SAFETY REVIEW

This year has seen the most troubling increase in aviation fatalities since the 1978 Deregulation Act. Although the causes of accidents vary, the Committee remains concerned that the FAA is taking every step possible to ensure aviation safety.

In particular, the worst U.S. crash this year at Dallas-Fort Worth resulted in over 130 fatalities. Preliminary conclusions point to the effect of microburst windshear. The Senate report accompanying the fiscal year 1984 transportation appropriation bill contained the following: "The Committee will expect FAA to use whatever available funds are necessary to accord windshear problems the high-priority attention which they warrant." Admittedly, research in this area is difficult, and the FAA is several years away from procurement of adequate detection radar. However, the Committee is frustrated by the apparent slowness in this area.

In the area of air traffic controllers, the Committee has provided the FAA additional resources through the Reemployed Annuitant Program, yet as of the date of subcommittee markup, sees no implementation of this expanded authority. Furthermore, at a time of increased resources directed to aviation security, the FAA is still sorting out reimbursements to carriers for international security charges funded under the fiscal year 1983 appropriation.

Of deepest concern, however, is the possibility that the post-deregulation competitive environment could lead to cutting corners in air carriers' safety practices, as well as stretching FAA resources to the limit.

The Committee reviewed with interest the Secretary's August "Aviation Review," conducted to address safety in the deregulated transportation environment. The report commends the FAA generally, but points out that:

> * * * the FAA acknowledges that aviation safety regulations do not always adequately reflect air carrier operations in the new environment. The following examples culled from the National Air Transportation Inspection report are illustrative.
>
> One, air carriers now frequently contract for training, maintenance and operational support, formerly available within the organization. Current regulations may not adequately reflect the oversight and responsitility of each party.
>
> Two, the increased importance of marketing and finance, caused by competition, can affect management/safety decisions.

Three, certain longstanding regulations, such as minimum equipment requirements, were shown to be problem areas for a number of carriers and appear to require clarification for both FAA inspectors and air carriers.

The Committee requests a report by January 30, 1986, on FAA's responses to the four safety review-identified problem areas; as well as on adequacy of the inspection activity, controller work force, and safety research. Furthermore, the Administrator is instructed to communicate directly to the Committee regarding resource requirements necessary to continue and preserve this country's excellent and safe aviation system.

FUELING

The Committee directs that none of the funds appropriated by this act are to be used by the FAA to implement regulations on aircraft fueling that are inconsistent with the directions given the agency by Congress in the conference report on the Aviation Drug Trafficking Control Act of 1984 (Public Law 98–399). The authorizing committees of both Houses have consistently directed FAA not to hold certificated airports responsible for the safety of tenant fueling operations nor to impose new Federal regulations on fixed base operators. The Committee believes that the industry self-regulation program proposed to FAA is the plan most consistent with previous congressional direction and improving the safety of aircraft fueling at all airports where fuel is purchased.

AERONAUTICAL CHARTS

The Committee has included a general provision regarding indemnification on aeronautical charts. The Federal Aviation Administration is solely responsible for designing, flight testing, approving, and promulgating various flight procedures and airways (including instrument approach procedures, standard instrument departures, and standard terminal arrival routes) which are required to be followed by aircraft pilots in this country. Some of these flight procedures are incorporated into the Federal Aviation Regulations with the force and effect of law. As a matter of public policy and aviation safety, all Government flight procedures should be made readily available to all persons who rely on them for the safe operation of aircraft or who are required by law to comply with the procedures. Certain private publishers depict flight procedures, alpha-numerically or in graphic form, on aeronautical charts and maps which are sold to the aviation community. These publishers must portray the flight procedures exactly as designed by the Government and they have no authority to modify the procedures in any way. If an aeronautical chart or map accurately depicts a Government flight procedure, the publisher of that chart or map should not be responsible for paying that portion of any claim arising out of a defect in or deficiency of the flight procedure, if the defect or deficiency was not obvious to such a publisher.

It is the intent of the provision that the Government shall enter into

agreements with publishers of aeronautical charts to indemnify such publishers for the payment of claims arising out of such publisher's depiction of defective or deficient flight procedures or airways. Such agreements shall provide for indemnification if a flight procedure or airway was promulgated by the FAA, if it was accurately depicted on such chart or map, and if it was not obviously defective or deficient.

As used in this section, "defective or deficient" is intended to include any defect in design, the Government's inclusion or failure to include any feature which makes the flight procedure unsafe or inherently hazardous, the failure of the flight procedure to comply with applicable Government standards (such as the FAA's Flight Procedures and Air Space Manual or U.S. Standard for Terminal Instrument Approach Procedures), inconsistencies in the procedure with other Government publications or data, failure of the Government to conduct proper flight tests to verify the feasibility or safety of the procedure, and any failure of the Government to warn of inherent hazards in the flight procedure or the navigation aids which must be used to comply with the procedure.

It is not the intent of this section to preempt liability of publishers arising out of inaccurate publication or depiction of a Government flight procedure or liability unrelated to the publication or depiction of a defective or deficient Government flight procedure. Nor is it the intent of this section to prevent the Government, in entering into agreements such as those described above, from including other provisions to protect the Government's legitimate financial and litigation interests.

OPERATIONS

Appropriations, 1985	$2,624,600,000
(By transfer)	(18,112,000)
Budget estimate, 1986	2,749,370,000
House allowance	2,694,600,000
Committee recommendation	2,414,400,000

FAA's "Operations" appropriation provides funds for the operation, maintenance, communications, and logistic support of the air traffic control and navigation systems and activities. It also covers the administration and management of the airports, medical and engineering and development programs. The activities of the operations accounts comprise eight main areas:

Operation of air traffic control system.—The operation of a national system of air traffic management in the United States and its possessions on a 24-hour basis.

Installation and materiel services.—Procurement, contracting, and materiel management programs; administrative communications; other logistics support.

Maintenance of traffic control system.—The direction and engineering services related to the maintenance, improvement, and modification of facilities and equipment in the traffic control system; and operational leased communications.

Administration of Aviation Standards Program.—Promotes flight safety of civil aircraft by assuring the airworthiness of aircraft; the competence of pilots, aviators, and aviator technicians; the adequacy of flight procedures and air operations; the use and maintenance of the FAA's aircraft fleet; the medical fitness of personnel in the national airspace system; and to conduct the Civil Aviation Security Program.

Development direction.—The planning, direction, and evaluation of the Engineering and Development Program, direct project costs of which are financed under the research, engineering, and development appropriation.

Administration of Airports Program—Administration of airport grants and the safety certification of airports.

Centralized training.—Plans, develops, coordinates, and directs the training of the FAA work force.

Direction, staff, and support services.—Administrative and housekeeping costs that support the primary programs of the agency.

The bill includes a total of $2,414,400,000 for the operations activities of the Federal Aviation Administration. This is $335,470,000 less than the budget request, which included over $70,000,000 associated with the 5-percent pay restoration. The level is $280,200,000 less than the House allowance, and includes $446,000,000 to be derived from the Airport and Airway Trust Fund. The reduction from the request and House level was made by the Committee after extensive debate about the total of the bill relative to the budget resolution. The subcommittee's original recommendation was reduced $300,000,000, pending a revised budget resolution.

The following table summarizes the Committee's recommendation in comparison to the budget request and House.

[Dollars in thousands]

	Fiscal year 1985 appropriation	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Operation of air traffic control system	$1,123,917	$1,186,411	$1,163,261	$1,170,000
(Positions)	(25,000)	(25,172)	(25,157)	(25,172)
Installation and materiel services	$199,103	$210,240	$200,990	$203,400
(Positions)	(1,561)	(1,428)	(1,428)	(1,428)
Maintenance of air traffic control system	$768,693	$783,799	$776,799	$776,800
(Positions)	(10,670)	(10,403)	(10,403)	(10,403)
Administration of Aviation Standards Program	$268,914	$270,900	[1] $279,374	$289,400
(Positions)	(4,557)	(4,569)	[2] (4,550)	[2] (4,550)
Development direction	$8,864	$9,304	$9,069	$9,000
(Positions)	(138)	(138)	(138)	(138)
Administration of Airports Program	$25,934	$25,737	$24,962	$24,900
(Positions)	(470)	(465)	(465)	(465)
Centralized training	$102,069	$102,084	[3] $101,300	$102,300
(Positions)	(788)	(785)	(785)	(785)

See footnotes at end of table.

[Dollars in thousands]

	Fiscal year 1985 appropriation	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Direction, staff and supporting services	$141,713	$140,795	$138,845	$138,600
(Positions)	(1,538)	(1,410)	(1,410)	(1,410)
Less: Fiscal year 1984 carryover and fiscal year 1985 supplemental	-$14,607			
Undistributed (amendment of Sept. 27, 1985)		$20,600		
Undistributed Committee amendment				-$300,000
Total	$2,624,600	$2,749,870	$2,694,600	$2,414,400

[1] Includes $11,700,000 portion of $15,000,000 House amendment for surveillance.
[2] Additional positions funded by the $15,000,000 amendment for improved surveillance are not reflected. It is estimated that this funding will result in a 200-position increase for inspection activities.
[3] Includes $3,300,000 of above amendment.

Air traffic control system.—The Committee has provided $1,170,000,000 for this activity which is $6,739,000 over the House allowance and almost $25,000,000 over the original budget request. The Committee also recommends the full request of 25,172 positions. This is an increase of 152 positions over the fiscal year 1985 level, and will allow for the proposed increase in staffing at en route traffic control centers, offset by proposed reductions in tower staffing.

The Committee does not fully concur with House reductions based on promotion frequency, since, in some cases, full performance level controllers transferred to new facilities receive promotions as they "check out" at new positions. Although the Committee agrees that controller promotions must not be accelerated prematurely, it intends the Administrator be given the flexibility to advance controllers as they fully demonstrate the ability to handle more traffic.

The House report also directs the FAA to develop a contingency plan for increasing controller staffing levels. The Committee has shared this concern, and provided statutory authority in Public Law 99–88, the fiscal year 1985 supplemental appropriations bill, to provide the FAA such flexibility. That provision extended for 1 year and expanded the reemployed annuitants program. The Committee continues to feel that this short-term authority should be utilized as necessary to provide additional controller resources with current experience. Up to $10,000,000 was made available exclusively for this purpose. The Committee received on October 2, 1985, a report from the FAA on the use of this provision and funding, and will review carefully the steps it outlines for implementation.

FLIGHT SERVICE STATIONS

The Committee is informed that new, automated equipment for consolidated flight service stations was tested at FAA's Technical Center and installed at three locations earlier this year. This equipment, known as model 1, awaits official certification after training and final testing. The Committee notified the FAA on January 30, 1985, that additional

flight service station consolidations would not be approved until model 1 equipment was fully certified. Pending receipt of such notification, the Committee gives tentative approval of proposed fiscal year 1986 consolidations, but expects a report by December 1, 1985, on all guidance contained in the January 30 letter. At that time, the FAA should also report on any changes in its actual fiscal year 1985 consolidations or those previously planned for fiscal years 1986 and 1987, and any new facility consolidations proposed for fiscal year 1988.

Installation and materiel services.—The Committee's increase of $2,410,000 restores the requested funds for the Administrative Data Communications Network.

In addition, the FAA is directed to provide an adequate level of support to the Aviation Safety Reporting System to enable it to handle, effectively and efficiently, the increasing numbers of reports being received.

System maintenance.—The Committee recommendation is the same as the House allowance.

Aviation standards.—The Committee recommends a $10,000,000 increase over the House allowance. This level will provide for $11,700,000, added during House floor consideration and associated with increased aviation inspection, as well as an additional $10,000,000 for increased aviation security activities. The Committee awaits formal budget amendments in each of these areas. Additional funds are to be made available for inspectors as well as inspection support activities such as updating regulations and certification.

The Committee is concerned about the frequency and quality of inspections and awaits the NTSB and General Accounting Office studies of FAA surveillance activities. In addition, the Committee questioned the Administrator at the time of the budget hearing regarding the adequacy of the inspector work force. He responded that, despite a "gut feeling" that more inspectors were necessary, no further resources would be requested until the FAA had completed its review of the inspector activity. The Committee expects the Department and FAA jointly to monitor its requirements in this area and provided a report before the fiscal year 1987 overview hearing on the increased hiring, training, and inspections carried out with these additional resources.

Development direction.—The Committee recommendation of $9,000,000 reflects the original budget submission, with expected savings in travel costs.

Airports program administration.—The Committee recommendation is $62,000 lower than the House allowance, and can be absorbed within increases requested for data processing support. The Committee agrees with the House report regarding the need to correlate runway friction data.

Centralized training.—The Committee recommendation increases the House allowance by $1,000,000 for controller training, as well as providing for training requirements associated with an expanded aviation inspection program.

Direction, staff, and support services.—The reduction from the House allowance is based on testimony that the decision to relocate the New England regional office has been deferred, resulting in a savings of anticipated change-of-station costs. The Committee concurs with House report language regarding the Aviation Education Program.

FACILITIES AND EQUIPMENT (AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1985	$1,358,000,000
Budget estimate, 1986	1,146,500,000
House allowance	1,044,000,000
Committee recommendation	993,000,000

Under the "Facilities and equipment" appropriation, safety, capacity and efficiency of the Federal airway system are improved by the installation of new equipment and the construction and modernization of facilities to keep pace with aeronautical activity and in accordance with the Federal Aviation Administration's comprehensive National Airspace System Plan.

The bill includes $993,000,000 for the facilities and equipment of the Federal Aviation Administration. This is $51,000,000 less than the House amount and $153,500,00 less than the budget request. The recommended, but nonmandatory, program breakdown follows:

	Fiscal year 1985 appropriation	Fiscal year 1986 budget estimate	House allowance	Committee recommendation
Air route traffic control centers	$530,135,200	$261,135,600	$233,185,600	$231,720,600
Airport traffic control towers and terminal equipment	397,995,800	500,256,600	481,060,400	452,412,400
Flight service facilities	142,639,300			-10,000,000
Air navigation facilities	148,546,000	165,189,100	155,079,300	158,079,300
Housing, utilities, and miscellaneous facilities	126,842,700	192,724,700	178,258,700	174,871,700
Aircraft and related equipment	1,700,000	16,075,000	1,275,000	2,775,000
				-27,000,000
Development, test, and evaluation	10,141,000	11,119,000	10,141,000	10,141,000
Undistributed reduction			-15,000,000	
Total	1,358,000,000	1,146,500,000	1,044,000,000	993,000,000

Air route traffic control centers.—The Committee's reduction to the House allowance assumes savings in the in-house costs and facilities contracts associated with the host procurement. In addition, any further savings based on the contract award for replacement computers should be brought to the Committee's attention.

Air traffic control towers.—The Committee's further reduction of $28,648,000 is based on holding the Remote Maintenance Monitoring Program at the fiscal year 1985 level.

Flight service facilities.—No new funds for this activity are requested in fiscal year 1986. The Committee proposes that, of the $58,600,000 in estimated obligations, $10,000,000 be allocated to other activities to reduce total fiscal year 1986 appropriations requirements. The activity level and growth trends assumed for FSS services in 1985, 1990, and

2000 have been reduced in the budget presentation, and the Committee feels that this offset will not jeopardize commitments made to communities involved in automated facility commissionings.

Air navigation facilities.—The House allowance is increased $3,000,000. The Committee concurs with the House allowance, except for restoration of the $5,000,000 requested for loran–C navigation, offset by an overall reduction of $2,000,000 in the balance of the request.

The Committee has reviewed the September 3, 1985, cost-benefit analysis of implementing loran–C nonprecision approaches in the midcontinent area of the United States. This analysis concluded that the most likely scenario will have a 2-to-1 beneficial ratio. Since this initiative may result in many airports receiving the capability for nonprecision approaches, at reasonable Federal and user cost, the Committee recommends funding.

The Committee concurs with the House report directive relating to the Menominee-Marinette Twin County Airport. The Committee also urges the FAA to replace the ILS formerly located at the Dodge City, KS Airport.

Miscellaneous facilities.—The Committee recommends a further reduction of $3,387,000 based on maintaining the airport cable modernization activity at the fiscal year 1985 level.

The Committee recommends that, within the allowance, $10,000,000 shall be available to continue the Airway Science Curriculum Program, and directs that $2,300,000 be made available to Delta State University and that $4,000,000 be available to the University of North Dakota.

This university, the Nation's only aerospace center, is participating in an important FAA demonstration program for streamlined air traffic control education. The funds provided are necessary for computer-driven flight simulator training, and computer-based and assisted application of advanced aviation technology. The Committee reiterates its intention that airway science grantees be required to demonstrate cost sharing in order to maximize this program's effectiveness.

Aircraft and related equipment.—The Committee recommendation restores the $1,500,000 requested for loran–C equipment for flight inspection aircraft. This equipment is necessary for flight procedures using loran–C, which could provide small airports with a nonprecision approach aid.

The Committee has taken an offset to total appropriation requirements of $27,000,000. This amount represents the savings from fiscal year 1983 appropriations for 15 replacement turboprop aircraft. Recent information from the FAA supports the feasibility of embarking upon a Service Life Extension Program [SLEP] for the current inventory of aircraft, extending flying time 20,000 hours. Therefore, the $200,000 unit cost for 15 SLEP's has been deducted from the unobligated $30,000,000 originally appropriated.

Development, test, and evaluation.—The allowance provides the fiscal year 1985 level for these support activities.

OTHER FACILITIES

The Committee is pleased that the Federal Aviation Administration plans to install the low level wind shear alert system at the Kanawha County Airport in Charleston, WV. It is the Committee's understanding that FAA will advertise for bids this fall and that construction will begin at the earliest possible time following the winter season; probably in April 1986. Because this airport is on a mountaintop, surrounded by ravines and subject to prevalent mountain winds, the FAA is directed to give the installation of this equipment priority consideration in order that this equipment might be installed at the earliest possible time.

The Committee further expects the continued operation of those air traffic control towers which the Administrator testified during the Senate hearing would remain open.

The Senate report accompanying the fiscal year 1985 supplemental appropriations bill instructed the FAA to relocate the Kahului Airport tower. To date, the Committee has not seen substantial progress in this project. Therefore, the Committee expects the FAA to conclude negotiations with the State of Hawaii regarding the arrangements for this relocation and, using existing funds, commence the next phase of the relocation—including construction—in fiscal year 1986.

The Committee also included language in the report accompanying the fiscal year 1985 supplemental appropriation bill directing the FAA to initiate relocation activities for air traffic control towers at Scottsdale, AZ, and Grand Forks, ND. The Committee expects these relocation activities, including construction of the towers, to continue in fiscal year 1986 and further directs the FAA to submit quarterly reports to the Committee on the progress of tower relocation for these airports. The FAA should make every effort to complete the relocation of these towers in fiscal year 1986 within available funds.

The Committee urges FAA to fund the movement and reinstallation of nagivation instruments currently located at Mid-State Airport in Clearfield, PA to Doylestown Airport.

RESEARCH, ENGINEERING, AND DEVELOPMENT

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1985	$265,000,000
Budget estimate, 1986	197,925,000
House allowance	190,000,000
Committee recommendation	192,000,000
By transfer	(15,000,000)

This appropriation finances from the trust fund the research, engineering, and development programs to improve the national air traffic control system and to increase its safety, productivity, and capacity. The programs are designed to meet the expected air traffic demands of the future and promote flight safety. The major objectives are to keep the current system operating safely and efficiently; to protect the environment; and to modernize the system through improvements in facilities,

equipment, techniques, and procedures in order to insure that the system will safely and efficiently handle the volume of aircraft traffic expected to materialize in the future.

The bill includes $207,000,000 for research, engineering, and development, of which $15,000 is derived by transfer from facilities and equipment. This level is $9,075,000 more than the budget request and $17,000,000 over the House allowance. The Committee suggests the following allocation:

	Fiscal year 1985 appropriation	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Air traffic control	$68,841,000	$57,283,000	$57,283,000	$57,283,000
Advanced computer	152,758,000	104,737,000	99,737,000	101,737,000
Navigation	5,796,000	4,519,000	3,890,000	3,890,000
Aviation weather	16,500,000	9,592,000	8,890,000	8,890,000
Aviation medicine	4,600,000	4,918,000	4,749,000	4,749,000
Aircraft safety	14,505,000	13,451,000	13,451,000	[1]28,451,000
Environment	2,000,000	2,000,000	2,000,000	2,000,000
Unallocated		1,425,000		
Total	265,000,000	197,925,000	190,000,000	207,000,000

[1] Including $15,000,000 derived by transfer from facilities and equipment.

ADVANCED COMPUTER

The Committee recommends a $2,000,000 increase over the House allowance for the advanced automation project. This element of the National Airspace System [NAS] plan will replace the current automation, providing necessary safety and system efficiency benefits. While the Committee agrees with the concerns noted in the House report, raised by the General Accounting Office in its June 17, 1985, report, this element of the NAS plan should be allowed to proceed within the limits identified by the Committees and GAO.

AVIATION WEATHER

The Committee recommendation fully funds the $3,890,000 doppler radar activity. These research funds are in addition to $4,300,000 provided under facilities and equipment to evaluate two prototype NEXRAD systems. The Committee agrees with the House direction that FAA accelerate the Terminal Area Doppler Radar Program.

The Committee is seriously concerned about reports of Office of Management and Budget's delay of the NEXRAD procurement process. The Committee expects that when the NEXRAD contract is awarded, that it be in substantial compliance with the specifications delineated in the request for proposals of FAA and NOAA. The Committee is further concerned that the NEXRAD delay is concomitantly causing delays in the Terminal Doppler Weather Radar [TDWR] Program and, therefore, directs the FAA to forward budget requests for fiscal year 1987 which are consistent with the orderly procurement of TDWR and NEXRAD.

The Committee directs that, of the total amount available, $3,000,000 is to continue, under contract, the multiyear icing and related NEXRAD atmospheric research through the Bureau of Reclamation.

AIRCRAFT SAFETY

The increase over the House level of $15,000,000, funded by transfer from facilities and equipment, is provided for accelerated research in the aviation security area. The risk of terrorist incidents has necessitated improved explosive and sabotage detection. The Committee is aware that FAA has already embarked upon research activities in this area and expects a budget amendment to be submitted requesting the increased funds. As previously noted, the FAA should report to the Committee by January 30, 1986, on efforts underway and specific security improvement goals for domestic and international aviation.

RESEARCH PROGRAMS

The Committee has deleted bill language earmarking $4,000,000 for an aviation management program. Within total funds appropriated, $3,500,000 is to be made available to Wichita State University for its Institute for Aviation Safety Research. This grant will be matched by private sector funds.

COLLISION AVOIDANCE

The Committee understands that the Federal Aviation Administration did not proceed with its planned Limited Installation Program [LIP] for TCAS-1 because it did not receive any responsive bids to its request for proposals. The LIP Program is designed to stimulate industry/user participation in the TCAS-1 Program and involves cost sharing by the industry/user and the FAA.

FAA's Annual Report on Collision Avoidance Systems dated March 1985 notes that in an endeavor to develop industry/user interest in the TCAS-1 LIP Program, the RTCA was requested, and is preparing a minimum operation performance standards [MOPS] which will provide guidance with respect to equipment certification.

Completion of the TCAS-1 MOPS is currently scheduled for mid-1986. At that time, FAA plans to confer with the industry and user communities regarding the perceived value of a TCAS-1 LIP effort.

The FAA is directed to report to the Committee not later than March 31, 1987, on its findings regarding the execution of a TCAS-1 LIP effort.

GRANTS-IN-AID FOR AIRPORTS (LIQUIDATION OF CONTRACT AUTHORIZATION)

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1985	($810,000,000)
Budget estimate, 1986	(693,000,000)
House allowance	(693,000,000)
Committee recommendation	(693,000,000)

The Airport and Airway Improvement Act of 1982, as amended, authorizes a program of grants of funds for airport planning and development, and noise compatibility planning for public use airports in all States and territories.

The Committee has approved the full budget request of $693,000,000 in liquidating cash for grants-in-aid for airports. This is $117,000,000 less than the amount appropriated for fiscal year 1985, and the same as the House allowance and the budget request.

LIMITATION ON OBLIGATIONS

The bill also includes a limitation on obligations for airport development and planning grants which are financed under contract authority. The limitation recommended for fiscal year 1986 is $925,000,000. This is $92,000,000 less than the budget request and the same as the House allowance and the fiscal year 1985 level.

Within the obligation level recommended, the Committee directs that priority be given to grant applications involving the further development of the following airports:

Bismarck Airport, ND;
Miami International Airport, FL;
Fargo Airport, ND;
Ruidoso Airport, NM;
Marshalltown Airport, IA;
Creston Airport, IA;
Cherokee County Airport, SC;
Albuquerque International Airport, NM;
Fort Wayne, IN;
Williston Airport, ND;
Tampa International Airport, FL;
Orlando International Airport, FL;
Sheboygan County Airport, WI;
North Las Vegas Airport, NV;
Jackson County Airport, MS;
Cherokee Airport, IA;
Tulsa International Airport, OK;
Shawnee Municipal Airport, OK;
Gwinnett County Airport, GA;
Niagara Falls International Airport, NY;
Greater Buffalo Airport, NY;

Lambert St. Louis Airport, MO.
Metropolitan Nashville Airport, TN; and
Harrisburg International Airport, PA.

ORLANDO INTERNATIONAL AIRPORT EXPANSION

The Committee is aware of the request pending from the Orlando International Airport for land acquisition to permit the construction of a third runway. Because of the rapid growth of the central Florida area and the limited possibilities to expand the existing two runways, airport capacity during peak periods will be reached by 1988 and significant aircraft delays will be experienced. Passenger traffic increased 19 percent in June 1985, compared to June 1984 and was up 14 percent for the year ending June 1985. The Committee commends the management of the Orlando International Airport in its foresight and urges the FAA to work with the airport to avoid congestion problems that will soon develop without positive corrective action as recommended by the Orlando International Airport.

OPERATION AND MAINTENANCE, METROPOLITAN WASHINGTON AIRPORTS

Appropriations, 1985	$35,931,500
(By transfer)	(505,000)
Budget estimate, 1986	36,175,000
House allowance	35,400,000
Committee recommendation	34,100,000

Metropolitan Washington Airports operates and maintains Washington National and Washington Dulles International Airports. This appropriation finances maintenance, operations, management, and capital investment costs for equipment and minor facility projects. The operation of these airports is conducted on a business basis with revenues collected from landing fees, concessions, and leases. These revenues are deposited into the general fund of the U.S. Treasury and direct appropriations are made to cover the operating costs and capital investment for both airports. Combined revenues are expected to be $58,431,000 in fiscal year 1986. The combined operating profit for the airports is estimated to be $22,836,000, consisting of a profit of $17,449,000 at Washington National and a profit of $5,387,000 at Washington Dulles International. After accounting for $8,115,000 in depreciation and interest expenses, the estimated net profit for the two airports will be $14,721,000.

The Committee recommends $34,100,000 for the operation and maintenance of the Metropolitan Washington Airports, which is $2,075,000 less than the budget request and $1,300,000 less than the House allowance. The reduction has been taken in replacement equipment for both airports, pending the outcome of transfer legislation. Language is also included in the bill to permit funds received from air carriers, concessionaires and non-Federal tenants for utility and fuel costs in excess of the budgeted level to be credited to this appropriation.

Construction, Metropolitan Washington Airports

Appropriations, 1985	$13,000,000
Budget estimate, 1986	13,000,000
House allowance	12,000,000
Committee recommendation	7,000,000

This appropriation finances construction of major improvements and expansion of facilities at Washington National and Washington Dulles International Airports. Projects are undertaken, whenever necessary, to insure the capacity of these airports to adequately, safely, and efficiently meet air travel needs of the public.

The bill includes $7,000,000 to finance improvements at the Metropolitan Washington Airports. This is $5,000,000 less than the House allowance and $6,000,000 less than the budget request. The reductions can be absorbed in nonsafety projects, especially those in preliminary or design stages. The Committee's reduction is made without prejudice to the proposed legislation transferring the airports to a local authority.

Aircraft Purchase Loan Guarantee Program

The Aircraft Purchase Loan Guarantee Program was established pursuant to Public Law 85-304, as amended, which gave the Secretary of Transportation the authority to provide Government guarantee of private loans to certain air carriers for the purchase of modern aircraft and equipment when financing was not otherwise available on reasonable terms. The authority to provide new guarantees expired on October 23, 1983.

The bill includes language permitting the Federal Aviation Administration to draw funds from the Treasury to meet aircraft loan defaults which are payable on demand. The language provides that the aggregate of obligations outstanding at any time during fiscal year 1986 shall not exceed $125,000,000, an increase of $115,000,000 over the House level. The Committee continues to feel that a sufficient ceiling on obligations must be provided the Department in the event of defaults during fiscal year 1986. The House limitation could result in delayed settlements and resulting interest costs. Previous appropriation acts have contained similar provisions.

FEDERAL HIGHWAY ADMINISTRATION

Summary of Fiscal Year 1986 Program

The principal missions of the Federal Highway Administration are: administration, in cooperation with the States, of the Federal-aid Highway Construction Program, including the interstate, primary, bridge, secondary, and urban programs; regulation and enforcement of Federal requirements relating to the safety of operation and equipment of commercial motor carriers engaged in interstate or foreign commerce; and governing the safety in movement over the Nation's highways of dangerous cargoes such as explosives, flammables, and other hazardous material.

Under the Committee recommendation a total program level of $12,812,402,000 would be provided for the activities of the Federal Highway Administration for fiscal year 1986. This is $484,091,000 less than the budget estimate, $529,198,000 less than the House allowance, and $551,540,000 less than the amounts provided for similar activities for fiscal year 1985.

The following table summarizes the fiscal year 1985 program levels, the fiscal year 1986 budget estimates, the House allowance, and the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1985 program level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Limitation on general operating expenses	(204,452)	(203,761)	(204,500)	(203,761)
Motor carrier safety	13,902	13,993	13,900	13,902
Motor carrier safety grants	14,000	14,000	14,000	20,000
Highway safety research and development	8,500	8,500	8,500	8,500
Highway-related safety grants	10,000	10,000	10,000	10,000
(Liquidation of contract authority)	(5,000)	(9,000)	(9,000)	(9,000)
Railroad/highway crossings demonstration projects	29,640		38,700	
Federal-aid highways [1]	13,250,000	[2] 13,250,000	13,250,000	12,750,000
(Liquidation of contract authority)	(12,800,000)	(13,836,000)	(13,836,000)	(13,836,000)
Other highway programs	37,900		6,500	10,000
(By transfer)			(7,700)	
Total	13,363,942	13,296,493	13,341,600	12,812,402

[1] Obligation ceiling on contract authority.
[2] Covers programs previously exempt from the ceiling.

Limitation on General Operating Expenses

Limitation, 1985	($204,452,000)
Budget estimate, 1986	(203,761,000)
House allowance	(204,500,000)
Committee recommendation	(203,761,000)

The limitation on general operating expenses provides for virtually all the salaries, expenses, and research and development programs of the Federal Highway Administration.

The Committee recommends that a limitation of $203,761,000 be provided for salaries and expenses of the Federal Highway Administration. This amount is the same as that requested in the budget, $739,000 less than that recommended by the House, and $691,000 less than the level provided for fiscal year 1985. The Committee recommendation provides for the requested position total of 2,629.

BONDING DEMONSTRATION PROGRAM

The Committee does not concur with the House bill and report language which sets aside $5,000,000 for a minority business bonding demonstration program.

The Department of Transportation's Office of Small and Disadvantaged Business Utilization currently administers a unified bonding program to provide an opportunity for DBE's to obtain bid, payment, performance or other surety bonds to support all transportation related contracts. In addition, there was provided in fiscal year 1985 $5,000,000 for a minority business bonding demonstration program within FHWA. Section 104(a) of title 23 of the United States Code makes this money available until expended. The Committee feels that it would be prudent to see what the results of that effort is before increasing the already available funding.

HIGHWAY STUDIES

The Committee expects that within the funds provided under this heading FHWA will be able to conduct the studies directed by the House report language. In addition to those four studies, the Committee directs that FHWA, in conjunction with the State of Maryland, conduct a study of the feasibility of constructing a highway southward from Washington into southern Prince George's and Charles Counties in Maryland. The study should consider present and projected traffic patterns in this corridor and develop recommendations for new roadway capacity. Such a study shall be submitted to the House and Senate Appropriations Committees no later than April 15, 1986.

RESEARCH AND DEVELOPMENT

Of the funds expended for research and development under this heading the Committee directs that $310,000 be available to the Oregon Graduate Center for welding and joining structural alloys and related materials research. The overall approach should be to develop a critical understanding of the structure and behavior of weldments and to develop an understanding of the key factors that control the physical behavior of the joint.

DISCRETIONARY BRIDGE PROGRAM

The Marietta-Williamstown Bridge which links the States of Ohio and West Virginia across the Ohio River was constructed in 1901. This outdated structure has become unsafe and has been closed. The economy of these two communities is intertwined and the closing of this bridge has had, and continues to have, a severe economic impact on the entire area. The Committee notes that discretionary bridge funding is being sought and directs that priority consideration be given to replacement of this structure.

Through the Federal bridge replacement fund, a bridge between Iowa and Wisconsin crossing the Mississippi River at Dubuque is being replaced in two phases. The first phase was completed in 1982 which

provided a crossing from the Wisconsin shore to an island near the Iowa shore and completed the Wisconsin approach.

The Iowa approach section, which will complete the full river crossing and link the replacement bridge to a revised arterial roadway in Dubuque, is now nearing the construction stage. The Committee directs the FHWA give priority consideration for discretionary bridge funds for final completion of phase 2 of this important project.

The Committee has been made aware of a proposal initiated by the State of Iowa to replace the U.S. 30 bridge connecting Iowa and Nebraska at Blair, NE, utilizing an alternative fiscal plan which would increase the combined State's contribution from the usual 20 percent to 50 percent, thereby reducing FHWA's commitment from 80 percent to 50 percent of funding. This proposal is designed to advance the replacement of this vital artery and appears beneficial to all involved parties. The Committee, therefore, directs the FHWA to carefully consider this proposal and to work with the States of Iowa and Nebraska for a suitable resolution of funding for this project.

In addition, the Committee feels that priority consideration should be given the McKees Rocks Bridge which connects the borough of McKees Rocks and the city of Pittsburgh crossing the Ohio River, railroad tracks, and congested local streets. This bridge, constructed in 1931, was last rehabilitated in 1969 and has a sufficiency rating of 3.

INTERSTATE H-3, HAWAII

Bill language is included by the Committee which allows construction to proceed on a needed interstate highway in Hawaii, which is now included in the interstate cost estimate. The design for this highway, H-3, which has been under development for a number of years, incorporates a great deal of environmental mitigation. Many of the mitigation features were added at the insistence of the Secretary in response to concerns expressed by the public and other Government agencies. The record demonstrates that State and Federal transportation officials have done their job in protecting the environment.

Unfortunately, a recent decision of the Ninth Circuit Court, *Stop H-3 Assn'n. et al.* v. *Dole, et al.*, 740 F.2d 1442 (9th Cir., 1984) cert. denied, ___ U.S. ___, 105 S.Ct. 2344 (1985) makes approval of this project virtually impossible without further studies and possible design modifications, thus exhausting all judicial routes available to meet the 1986 and 1990 deadlines for interstate construction. In reaching its decision, the court focused on a highly technical reading of a provision of the Department of Transportation Act designed to protect publicly owned parkland. However, no land from the park involved (Ho'omaluhia Park) is being taken and, in fact, the park boundary was expanded by the State to take advantage of the highway as a buffer against development. Under these circumstances, further studies and modifications would not result in any further protection for the park and may, indeed, prove harmful. Other alternatives available for the highway—which is vital for transportation and defense purposes—are

either unsafe, environmentally damaging, much more expensive, unduly disruptive and costly to the local communities, or all four. All other aspects of the record were found lawful by the court of appeals.

This section authorizes the Secretary to approve the construction of this project in the location currently planned without administrative review. The provision remains in effect until the project is complete. There are no additional funds associated with this provision.

WYOMING DEMONSTRATION PROJECT

The Committee has included bill language which allows the State of Wyoming to conduct a demonstration project for the investigation and study of vehicle combinations pursuant to the formulas set out in 23 United States Code 127, formula B. Under current law, the gross vehicle weight limit may not exceed 80,000 pounds on any portion of the Interstate System unless a State qualifies for certain "grandfather rights." In 1956, when the Federal Aid Highway Act was signed into law, Wyoming did not have provision within its statutes which would allow the State to qualify for these "grandfather rights," and thus Wyoming is bound by the 80,000-pound limitation. The Committee recommends that the State be allowed to proceed with its demonstration project.

INTERSTATE COMPLETION

The Committee is aware that the largest remaining gap in the Interstate System is the 76-mile gap on I-75 between Naples and Broward County, FL. The Committee is encouraged by the tone and progress of negotiations now underway between the Florida Department of Transportation and the Federal Highway Administration to resolve the several outstanding issues on the projects. FHWA is urged to continue the good faith negotiations now underway to permit project approval before the end of the calendar year.

WESTWAY

The Committee has deleted the House bill language which prevents the expenditure of any funds for the approval of the Westway project on the west side of Manhattan in New York.

The Committee has included a general provision which permits New York State to obligate interstate construction funds apportioned during fiscal year 1986 for interstate construction projects or for interstate substitute highway projects. New York State requires this flexibility because the trade-in of the Westway Interstate Highway project was approved after Congress had passed the interstate cost estimate and the interstate substitute cost estimate legislation. Thus, under current law, no transfer funds derived from the Westway trade-in are available to New York State in fiscal year 1986.

It is necessary to enable New York to promptly begin work on its highway trade-in projects, because section 107(e) of the Federal-Aid Highway Act of 1978 requires all such substitute projects to be under

construction by September 30, 1986. The Committee understands that besides New York, this provision places a burden on a number of States which plan to build interstate highway substitute projects. Because of this situation, the Committee expects that review of section 107(e) will be conducted during authorizing committee's markup of highway legislation necessary for fiscal year 1987.

BELLE VERNON BYPASS

The Committee has included a general provision which allows the State of Pennsylvania to use interstate construction funds for interstate 4–R purposes. Based on the final environmental impact statement for the Belle Vernon bypass, FHWA categorized this segment as an essential gap in the interstate cost estimate, and thus not eligible for transfer for 4–R purposes. Transfer eligibility must be secured through legislative language which categorizes the Belle Vernon segment as an open-to-traffic segment rather than an essential gap.

HIGHWAY SAFETY RESEARCH AND DEVELOPMENT

Appropriations, 1985	$8,500,000
Budget estimate, 1986	8,500,000
House allowance	8,500,000
Committee recommendation	8,500,000

This activity seeks to identify, correct, and evaluate those critical elements that contribute to loss of life, disabling injuries, and property damage on American highways. The emphasis of research is to provide workable and timely solutions to a set of critical safety problems. Major projects involve improved traffic barriers, construction zone safety, traffic and pedestrian safety, and rural highway safety improvements.

The Committee recommends $8,500,000 for highway safety research and development. This is the same as the budget request and the same as the House allowance.

HIGHWAY-RELATED SAFETY GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(TRUST FUND)

Appropriations, 1985	($5,000,000)
Budget estimate, 1986	(9,000,000)
House allowance	(9,000,000)
Committee recommendation	(9,000,000)

Section 402 of title 23, United States Code, authorizes funds to assist States and localities in implementing highway safety programs in accordance with uniform standards established by the Secretary. Most of the activities carried out under the FHWA standards involve development and implementation of systems, procedures, manuals, et cetera, to assist highway agencies in the orderly planning and implementation of safety improvements on highway facilities.

The Committee recommends $9,000,000 for liquidation of contract authority for highway-related safety grants. This is the same amount as the budget request and the House allowance. The bill also retains the House language continuing the limitation on obligations for this program at $10,000,000, which is the same as the budget request.

Highway Beautification

The Committee has included the House bill language which extends the availability of funds previously made available for the Highway Beautification Program that have been deobligated subsequent to the enactment of this bill.

Railroad-Highway Crossings Demonstration Projects

Appropriations, 1985	$29,640,000
Budget estimate, 1986	
House allowance	38,700,000
Committee recommendation	

The railroad highway crossings demonstration projects are authorized by the Federal-Aid Highway Act of 1970, the Federal-Aid Highway Act of 1973, as amended, and title III of the National Mass Transportation Assistance Act of 1974.

Projects are funded under this account—two-thirds from the Highway Trust Fund and one-third from general funds—when a rail-highway crossing creates a safety hazard, or impedes pedestrian or highway flow.

The Committee does not recommend any new funding for this program. This is $29,640,000 less than the amount provided for fiscal year 1985. The House allowance includes $38,700,000. There is no budget request for this program.

Because of the budget constraints imposed upon the Committee it cannot recommend any new funding for this program in fiscal year 1986. The Committee has in the past attempted to accommodate requests for preliminary engineering and modest construction of usable segments. Most activities funded under this account are eligible for funding under the regular Federal-Aid Highway Program which includes the use of minimum allocation funds which should be available in fiscal year 1986 to four of the six projects identified in the House report.

The Committee includes the House bill language which allows funds previously made available to West Virginia under this program, but are unobligated, to remain with the State for other highway projects of the Federal-aid system in West Virginia.

FEDERAL-AID HIGHWAYS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(TRUST FUND)

Appropriations, 1985	($12,800,000,000)
Budget estimate, 1986	(13,836,000,000)
House allowance	(13,836,000,000)
Committee recommendation	(13,836,000,000)

This activity comprises the majority of all federally aided programs through which the States are financially and technically aided to continue a national highway system that meets the transportation needs of the Nation in terms of capacity and safety.

All programs included within the Federal-aid account are financed from the highway trust fund. Authorizations in the form of contract authority are enacted in substantive legislation. These authorizations are apportioned and/or allocated to the States and generally remain available for obligation over a 4-year period. Liquidating cash appropriations are subsequently requested to fund outlays resulting from obligations incurred under contract authority.

The Committee recommends a liquidating cash appropriation of $13,836,000,000 for the Federal-Aid Highway Program, which is the same as the budget request and the House allowance.

OBLIGATION CEILING

The bill also includes language limiting obligations to $12,750,000,000. This is $500,000,000 below both the House allowance and the budget request. The administration's request, however, would include under the ceiling programs that were previously exempt from the limitation. These programs are estimated to obligate approximately $60,000,000 to $80,000,000 in fiscal year 1986.

The House and the Committee continue the exemptions that exist under current law.

Those programs exempt from the obligation limitation include emergency relief, acceleration of bridges, the Woodrow Wilson Bridge, Union Station, minimum allocation, the Alaska Highway, bridges over dams, the Zilwaukee Bridge, usable segments demonstration and gap closing demonstration. These exemptions are consistent with current law. In addition, obligational authority is distributed to the States consistent with previous legislation.

INTERSTATE TRANSFER GRANTS—HIGHWAYS

This activity provides funding of highways substituted for Interstate System segments withdrawn from the system under 23 United States Code 103(e)(4). After the joint request by a State Governor and the local governments concerned, the Secretary may withdraw (from the Interstate System) interstate highway segments which pass through or connect urbanized areas within the State determined not to be essential

to a unified Interstate System. The value of a withdrawn segment, adjusted for inflation, establishes an authorization against which Congress may provide funds.

The Surface Transportation Assistance Act of 1982 provides contract authority for this program for fiscal years 1983 through 1986. The contract authority is part of the Federal-Aid Highways Program. Consequently, the Committee recommends no further direct appropriations for the program under this heading.

Under existing laws, 75 percent of the $725,000,000 in contract authority provided by the Surface Transportation Assistance Act of 1982 for highway projects substituted for withdrawn interstate highway segments is distributed by statutory formula. The remaining 25 percent is distributed on a discretionary basis.

The formula approach results in some areas receiving apportionments that partially fund segments or fall short of expeditious funding for particular projects. In earmarking funds in previous reports accompanying the appropriations bill, the Committee was impressed with the necessity to insure that certain withdrawal areas were provided sufficient funding for timely completion of planned projects that often involved multijurisdictional compacts—a particular project facet not measurable by formula.

The Committee directs the following discretionary allocations:

State	Formula	Discretionary	Total
Arizona	$355,286	$2,256,457	$2,611,743
California	2,384,724		2,384,724
Colorado	10,583,224	25,500,000	36,083,224
Connecticut	95,485,871		95,485,871
Georgia	11,100,004		11,100,004
Illinois	86,829,806	34,293,543	121,123,349
Indiana	5,447,723	5,000,000	10,447,723
Iowa	30,350,059	7,000,000	37,350,059
Maryland	82,447,943	40,000,000	122,447,943
Massachusetts	11,137,685		11,137,685
Minnesota	5,011,689		5,011,689
Nebraska	2,282,445		2,282,445
New Jersey	37,428,869	10,000,000	47,428,869
New York	12,052,817	12,100,000	24,152,817
Ohio	15,600,296	13,000,000	28,600,296
Oregon	13,791,566	15,200,000	28,991,566
Pennsylvania	12,634,194	10,100,000	22,734,194
Rhode Island	63,117,141		63,117,141
Tennessee	22,641,424		22,641,424
Virginia	2,707,712	6,800,000	9,507,712
Washington, DC	14,922,022		14,922,022
Other	5,437,500		5,437,500
Total	543,750,000	181,250,000	725,000,000

Right-of-Way Revolving Fund

(Limitation on Direct Loans)

(Trust Fund)

Limitation, 1985	($50,000,000)
Budget estimate, 1986	(50,000,000)
House allowance	(50,000,000)
Committee recommendation	(50,000,000)

The Federal-Aid Highway Act of 1968 authorized $300,000,000 for the establishment of the Right-of-Way Revolving Fund. This fund is utilized to make cash advances to the States for the purpose of purchasing right-of-way parcels in advance of highway construction and thereby preventing the inflation of land prices from causing a significant increase in construction costs. When right-of-way aquisition has been made and highway construction is initiated, the State becomes eligible for Federal grants under the various Federal-aid highway authorizations. At the point when progress payments are made to the State for construction, the State in turn reimburses the revolving fund for advances made to that State for right-of-way acquisition. Utilizing this method of funding, all reimbursements made to the revolving fund may be reallocated to other States requiring advances. In order to assure prudent management of Federal credit programs, a fiscal year 1986 limitation of $50,000,000 on gross obligations is provided.

Motor Carrier Safety

Appropriations, 1985	$13,902,000
Budget estimate, 1986	13,993,000
House allowance	13,900,000
Committee recommendation	13,902,000

The motor carrier safety mission is to protect the public from risks inherent in commercial truck and bus transportation by highway. The program involves Federal safety inspection and law enforcement over the highway operations of commercial interstate carriers.

The bill includes a total of $13,902,000 for motor carrier safety. This is $91,000 below the budget request and $2,000 more than the House allowance. The funding level provides 283 positions for the Bureau of Motor Carrier Safety, which was the administration request. This staffing level is 12 more than that provided in fiscal year 1985. The additional staff are to be used as requested in the budget submission—three positions for the development of national standards for the transportation of hazardous materials on highways, and nine positions to assist States in developing enforcement programs related to hazardous materials.

SAFETY ENFORCEMENT

The Committee has not had full opportunity to study the September 5, 1985, GAO report, "Stronger Enforcement Would Help Improve Motor Carrier Safety." The report does, however, raise questions on the

management of the enforcement program. GAO made a number of recommendations on ways to improve both the implementation and oversight of the enforcement program. The agency is required to report its response to the Committees on Appropriations as part of the budget request for fiscal year 1987.

LONGER COMBINATION VEHICLES

In May 1985, the Secretary of Transportation reported to the Congress on "the feasibility of a nationwide network for larger combination vehicles [LCV's]." This study was performed persuant to sections 138 and 415 of the Surface Transportation Assistance Act of 1982. The Secretary's report concluded that there is ". . . no compelling reason for the Federal Government to designate a nationwide route system for LCV's."

This report fails to adequately take into account the extensive operating experience of LCV's in the Western States and the importance of these vehicles to the economy of the West.

Based on this experience, 11 Western States have adopted model regulations for the issuing of LCV special permits. The DOT was encouraged by the Congress to designate a nationwide network of highways for the operation of LCV's.

The Department should reexamine the LCV issue in those Western States where operating experience exists. This reexamination should result in a comprehensive and balanced review of LCV use in the West and focus on:

—The current State permit system and how it might be modified or changed for LCV use in the West;

—The designation of a routing system for LCV's in those Western States where operating experience exists;

—A listing of those steps the Department and Western States might take to ensure a routing system that provides maximum safety to the public; and

—An analysis of whether the trucking industry has received those productivity benefits provided in the STAA of 1982. If the legislated benefits have not been forthcoming, particularly with regard to LCV use in the West, the Department should report on a timetable for implementing the congressional intent of the STAA.

During the course of compiling the data necessary to report to the Congress, the Department is encouraged to hold discussions with shippers, trucking companies, and State officials. Their findings should be reported to the Congress no later than March 1, 1986. This timetable will allow adequate time for analysis before congressional action on the fiscal year 1987 budget and new authorizing legislation.

Motor Carrier Safety Grants

Appropriations, 1985	$14,000,000
Budget estimate, 1986	14,000,000
House allowance	14,000,000
Committee recommendation	20,000,000

This program was authorized by the Surface Transportation Assistance Act of 1982. It would provide grants to States for improved enforcement of Federal and State motor carrier safety rules. It has been shown that added enforcement of truck safety rules reduces truck-related accidents and fatalities. The major objective of this program is to reduce the number and severity of hazardous materials accidents involving commercial motor vehicles.

The Committee recommends a $20,000,000 level which is $6,000,000 above both the House allowance and the budget request. It is anticipated that in fiscal year 1986 all States and territories will be participating in the Motor Carrier Safety Grant Program.

The major activity funded through this program will be roadside inspections. It is estimated by FHWA that at the requested funding level of $14,000,000 approximately 1 million inspections will be conducted with approximately 100,000 drivers and 130,000 unsafe vehicles removed from service.

The Committee feels that this is not enough. It is estimated that there are over 5 million trucks on the road today carrying everything from food stuffs to nuclear waste. The level of funding for the Bureau of Motor Carrier Safety is small relative to the task at hand. The Committee strongly feels that an all-out effort be made to remove unsafe drivers and unsafe trucks from our highways.

Access Highways to Public Recreation Areas on Certain Lakes

Appropriations, 1985	$5,000,000
Budget estimate, 1986	
House allowance	
Committee recommendation	10,000,000

The bill includes a general fund appropriation of $10,000,000 for access highway to lakes that meet existing statutory criteria. This is $10,000,000 above both the House allowance and the budget request.

Section 155 of title 23 authorizes the Secretary of Transportation to construct or reconstruct access highways to public recreation areas on certain lakes. Such lakes are those bodies of water resulting from construction by various Federal agencies.

In fiscal year 1985, the Federal Highway Administration [FHWA] received funding requests totaling over $117,000,000 covering 100 projects. With the limited amount of fiscal year 1985 funding available, FHWA was able to make eight project awards in eight different States.

Fiscal year 1986 funds are provided to fund those projects ranked as meritorious by FHWA. In addition, the Committee directs that funds previously provided remain available to those States for other access highways to lakes projects when unobligated balances have come about by prudent management of project costs.

Waste Isolation Pilot Project Roads

Appropriations, 1985	$16,400,000
Budget estimate, 1986	
House allowance	
Committee recommendation	

The bill does not include any funding for the waste isolation pilot project [WIPP] roads in the State of New Mexico. This project funds improvements to existing roads in New Mexico that would serve as transportation routes to the disposal site of transuranic nuclear wastes. This is $16,400,000 below that provided for the project in fiscal year 1985. The yearly funding schedule set forth in the Federal Highway Administration January 1984 report to the Committee estimated 1986 funds at $16,260,000. As of September 20, 1985, the unobligated balance of this account was $16,400,000. To date the program has not been authorized.

Baltimore-Washington Parkway

Appropriations, 1985	
Budget estimate, 1986	
House allowance	$6,500,000
Committee recommendation	

The Committee recommends deletion of a trust fund appropriation of $6,500,000 for reconstruction of the Baltimore-Washington Parkway. This appropriation is provided under the authorization contained in the Federal-Aid Highway Act of 1970. Bill language is included, however, as in the House bill, which would delete the requirement that the Secretary of the Interior convey to the State of Maryland a 19-mile section of the parkway.

Congress acknowledged the need for improvements on the parkway in the Federal Aid Highway Act of 1970 when it authorized funds to be used for reconstruction of the parkway. The release of the money, however, was made contingent upon transfer of the parkway from the National Park Service to the State of Maryland. Since the transfer never took place, funds made available in previous appropriations acts were never released. This provision allows the Park Service to continue to own and maintain the parkway and releases the remaining funds.

Rail Line Consolidation Project

Appropriations, 1985	
Budget estimate, 1986	
House allowance	
(By transfer)	($5,000,000)
Committee recommendation	

The Committee recommends deletion of funds for this activity. The House provides $5,000,000 by transfer to carry out a demonstration project to consolidate two rail lines on a common alignment in the vicinity of Orange, TX. There is no budget request for these funds.

AIRPORT HIGHWAY DEMONSTRATION PROJECT

Appropriations, 1985	
Budget estimate, 1986	
House allowance	
(By transfer)	($2,700,000)
Committee recommendation	

The Committee recommends deletion of funds for this demonstration project. The House provides $2,700,000 by transfer to carry out a demonstration project to depress a highway and extend an airport runway in Shawnee, OK. There is no budget request for this activity.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1986 PROGRAM

The National Highway Traffic Safety Administration was established as a separate organizational entity in the Department of Transportation in March 1970, to reduce the mounting number of deaths, injuries, and economic losses resulting from traffic accidents on the Nation's highways. Later activities were added for improving automotive fuel economy and to institute some consumer programs. The National Traffic and Motor Vehicle Safety Act provides for the establishment and enforcement of Federal safety standards for motor vehicles and associated equipment and research, including the operation of required testing facilities. The Motor Vehicle Information and Cost Savings Act initially provided for the establishment of low-speed collision bumper standards, consumer information activities, diagnostic inspection, and odometer regulations and was later amended to incorporate responsibility for the administration of Federal automotive fuel economy standards. Under section 403 of title 23, United States Code, technical assistance is provided to the States in the conduct of their highway safety programs, and research and demonstration projects are conducted to develop and show the effectiveness of new techniques and countermeasures to address highway safety problems.

The NHTSA also provides grants under 23 United States Code 402 to the States to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States. Incentive grants are also allocated to the States for alcohol safety programs under 23 United States Code 408.

The Committee recommends a total program level of $239,651,000 for the activities and programs of the National Highway Traffic Safety Administration for fiscal year 1986. This is $18,750,000 less than the budget request and $10,014,000 less than the House allowance.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1985 program level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Operations and research	81,542	[1]98,101	89,365	[2]79,351
Highway traffic safety grants:				
(Liquidation of contract authority)	(125,000)	(149,000)	(149,000)	(149,000)
Safety formula grants [3]	126,500	126,500	126,500	126,500
Alcohol safety incentive grants [3]	50,000	28,800	28,800	28,800
Highway safety information and education [4]	5,000	5,000	5,000	5,000
Total	263,042	258,401	249,665	239,651

[1] Includes $17,000,000 derived by transfer.
[2] Includes $500,000 derived by transfer.
[3] Obligation ceiling on contract authority.
[4] Ceiling on cumulative obligation after fiscal year 1982.

Operations and Research

Appropriations, 1985	$81,542,000
Budget estimate, 1986	81,101,000
(By transfer)	(17,000,000)
House allowance	89,365,000
Committee recommendation	78,851,000
(By transfer)	(500,000)

The bill includes an appropriation of $78,851,000 for operations and research, which is $2,250,000 less than the budget request and $10,514,000 less than than the House allowance.

The amount appropriated is to be distributed as follows:

[In thousands of dollars]

Program	Fiscal year 1985 appropriation level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Rulemaking	7,095	7,040	7,040	7,040
Enforcement	11,485	11,400	11,400	11,400
Highway safety	13,316	30,589	13,300	12,916
Research and analysis	40,581	40,067	49,000	38,990
General administration	6,627	6,606	6,600	6,606
Office of the Administrator	2,438	2,399	2,025	2,399
Total	81,542	[1]98,101	[2]89,365	[3]79,351

[1] Includes $17,000,000 to be derived by transfer, to be used for the section 208 restraint program.
[2] Of the funds provided in the Research and Analysis Program, $10,000,000 is to be used for trauma research.
[3] Includes $500,000 to be derived by transfer, to be used for the FMVSS 208 restraint program.

Rulemaking.—The rulemaking effort is financed entirely from Federal funds. This activity covers rulemaking relative to Federal motor vehicle safety standards, fees and equipment, automotive fuel economy standards, international harmonization of standards, and regulatory reform.

Enforcement.—This program provides for the enforcement of programs described under the rulemaking activity, including manufacturer compliance with motor vehicle safety and fuel economy standards, investigtion of safety-related defects, and surveillance of odometer tampering.

Highway safety.—This program provides technical support to States in the conduct of their safety programs, conducts demonstration programs emphasizing alcohol countermeasures and safety belt usage, and provides for the operation and improvement of the national driver register. In addition, the program will be involved in the implementation of the Federal motor vehicle safety standard 208 on occupant protection. Under the funds provided, the Committee expects that NHTSA will have a total of $1,250,000 for the FMVSS 208 Program. Of this amount, $750,000 is from the appropriation for highway safety under operations and research, and $500,000 is derived by transfer from the Federal Highway Administration's carpool/vanpool unobligated balances.

The Committee directs that the $1,250,000 be distributed as follows: $750,000 equally divided between general safety belt education and passive restraint information; and $500,000 to make rulings on the compliance of State mandatory belt laws with the minimum criteria set forth in FMVSS 208 and to disseminate the results of such rulings.

Research and analysis.—This program provides motor vehicle safety and highway safety research and development in support of all NHTSA programs, including the collection and analysis of data to identify safety problems, develop alternative solutions, and assess costs, benefits, and effectiveness. Major activities include crash worthiness research and support for the national accident sampling system and the fatal accident reporting system. The Committee, due to budget constraints, has not provided the additional funds for trauma research included in the House allowance. The Committee does this without prejudice on the proposal for a 3-year pilot project to implement the National Academy of Sciences recommendations regarding trauma research and injury control.

Single car accidents account for a high percentage of traffic fatalities in the Nation. It is clear that one's ability to maintain alertness is exacerbated by consumption of alcohol—even very small amounts effect a person who is sleepy. Sleep apnea and narcolepsy are conditions that impair a person's ability and render them at risk to fall asleep while operating a vehicle. The Committee recommends that NHTSA begin efforts to study the issue of falling asleep behind the wheel, and how it relates to the contribution of accidents, injury, and deaths on the Nation's highways and the steps that can be taken to reduce these problem areas. The Committee would like NHTSA to be able to respond and make recommendations during the hearing process for fiscal year 1987.

Research and analysis.—Last year the Committee expressed its support for interdepartmental efforts to ensure that the unique problems which children and their families experience as a result of accidents would be addressed. The Committee was pleased that the Department

did enter into a cooperative agreement with the Department of Health and Human Services to establish model demonstration programs for prehospital transport personnel; however, the Committee feels that considerably more funds could, and should, be allocated to this project. The recent Institute of Medicine report "Injury in America: A Continuing Public Health Problem" points out that injuries are the leading cause of death and disability in children and young adults. The Committee is especially interested in having the Department address the issue of inappropriate use of seat restraints with children including behavioral factors in their design.

The Committee concurs with the House directive that NHTSA should conduct a study on the effectiveness of emergency warning devices. This activity was authorized in section 219(a) of Public Law 98–554.

General administration and Office of the Administrator.—Major activities include overall executive direction, planning, program evaluation, and implementation. The Committee does not agree with the House position which would delete all funds for the National Highway Safety Advisory Committee. The Committee sees no reason for eliminating this particular advisory group.

In response to a request from the House Committee, NHTSA on February 15, 1985, submitted a report on emergency medical services coordination between Federal agencies. Since the societal impact in terms of suffering and cost associated with the delivery of emergency medical service is great, the Committee feels there is a need for Federal agencies to maximize all resources and avoid duplication. NHTSA's report pointed out that issues have emerged which might have been resolved through improved interagency communication. The Committee directs the Department to establish a Federal interagency council for emergency services to be chaired by the Secretary of Transportation (or representative) and shall consist of designated representatives of the Departments of Transportation, Defense, Interior, Health and Human Services, Agriculture, the Veterans Administration, General Services Administration, Federal Communications Commission, and the Federal Emergency Management Agency. The Committee urges the council to include appropriate non-Federal experts to participate in the effort when necessary.

Highway Traffic Safety Grants

(Liquidation of Contract Authorization)

(Trust Fund)

Appropriations, 1985	($125,000,000)
Budget estimate, 1986	(149,000,000)
House allowance	(149,000,000)
Committee recommendation	(149,000,000)

Under the Highway Traffic Safety Grants Program, Federal grants are provided to the States to assist in the establishment and improve-

ment of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States on the basis of population (75 percent), and public road mileage (25 percent). The program requires that the States match 25 percent of the Federal contribution with their own funds. Activities are centered predominantly on efforts that will control the drinking driver; increase the intensity of traffic law enforcement; improve the quality of emergency medical services; implement programs to increase seat belt usage; and improve the collection and analysis of traffic accident data. Incentive grants are also allocated to the States for alcohol safety programs.

The Committee recommends an appropriation for liquidation of contract authorization of $149,000,000 for the payment of obligations incurred in carrying out provisions of the State and Community Highway Safety Program (sec. 402), the Schoolbus Driver Training Program (sec. 406), the Alcohol Safety Incentives Grant Program (sec. 408), and the Safety and Education Information Grants Program (sec. 209). This is the same as the budget request and the House allowance.

LIMITATION ON OBLIGATIONS (SEC. 402)

The Committee has proposed a total limitation of $126,500,000 for obligations to be incurred under the State and Community Highway Safety Grant Program. This is the same as the budget request, the House allowance, and the fiscal year 1985 limitation.

ALCOHOL INCENTIVE GRANTS (SEC. 408)

The Committee has proposed a total limitation of $28,800,000 for obligations to be incurred under the section 408 Alcohol Incentive Grants Program. This is the same as the budget request and the House allowance.

SAFETY EDUCATION AND INFORMATION GRANTS (SEC. 209)

The Committee concurs with the House provision limiting the cumulative section 209 obligations at $5,000,000, and feels that pilot projects originally scheduled be continued.

OTHER PROVISIONS

The Committee does not agree with the House report language which directs NHTSA to encourage States to use funds according to a particular distribution. Allocation of these funds among programs is a State responsibility. If the Committee were making such allocations it would include additional funds for emergency medical services [EMS] to implement and disseminate findings generated by NHTSA's EMS Countermeasure Improvement and Support Program. To this end the Committee has fully funded the agency's request in this area and supports its efforts on national voluntary standards, trauma system development, EMS training, national EMS networking, and sensitivity of EMS to highway safety needs and State EMS statutes and regulations.

FEDERAL RAILROAD ADMINISTRATION

SUMMARY OF FISCAL YEAR 1986 PROGRAM

The Federal Railroad Administration became an operating administration within the Department of Transportation on April 1, 1967. It incorporated the Bureau of Railroad Safety from the Interstate Commerce Commission, the Office of High Speed Ground Transportation from the Department of Commerce, and the Alaska Railroad from the Department of the Interior. The Federal Railroad Administration is responsible for planning, developing, and administering programs to achieve safe operating and mechanical practices in the railroad industry. Grants to the National Railroad Passenger Corporation (Amtrak) and other financial assistance programs to rehabilitate and improve the railroad industry's physical plant are also administered by the Federal Railroad Administration.

The Committee recommends appropriations totaling $684,988,000 for the activities of the Federal Railroad Administration for fiscal year 1986. This is $630,273,000 more than the budget request, $125,594,000 less than the amount provided for fiscal year 1985, and $17,532,000 less than the House allowance.

The following table summarizes the Committee recommendations:

Program	Fiscal year 1985 appropriation level	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Office of the Administrator	$10,700,000	$10,560,000	$10,120,000	$10,120,000
Railroad safety	26,061,000	27,975,000	28,000,000	27,764,000
Railroad research and development	15,355,000	10,418,000	11,200,000	10,384,000
Rail service assistance	92,042,000	5,762,000	20,200,000	20,220,000
Appropriation for debt reduction	-60,281,000			
Settlements of railroad litigation	4,328,000			
Appropriation for debt reduction	-4,223,000			
Conrail labor protection	15,000,000			
Rescission			-8,000,000	
Northeast Corridor Improvement Program	27,600,000		12,500,000	12,500,000
Grants to Amtrak	684,000,000		588,500,000	587,500,000
(By transfer)			(15,000,000)	(28,500,000)
Railroad rehabilitation and improvement financing funds[1]	(6,500,000)			(4,000,000)
Redeemable preference shares			30,000,000	16,500,000
(By transfer)			(5,500,000)	
Conrail commuter transition assistance			10,000,000	
Total	810,582,000	54,715,000	702,520,000	684,988,000

[1] Limitation on new loan guarantees.

Office of the Administrator

Appropriations, 1985	$10,700,000
Budget estimate, 1986	10,560,000
House allowance	10,120,000
Committee recommendation	10,120,000

The Office of the Administrator provides support and guidance on critical issues concerning the railroad industry and the day-to-day operations of the Federal Railroad Administration. The appropriation includes budget activities, executive direction and administration and policy support. Policy support is aimed at resolving critical problems in the railroad industry.

The Committee recommends an appropriation of $10,120,000 which is the same as the House allowance and $440,000 below the budget request.

At this funding level, a personnel level of 161 positions is provided, which is the same as the budget request and 7 positions below that provided in fiscal year 1985.

Railroad Safety

Appropriations, 1985	$26,061,000
Budget estimate, 1986	27,975,000
House allowance	28,000,000
Committee recommendation	27,764,000

This appropriation finances the development, administration, and enforcement of programs designed to achieve safe operating and mechanical practices in the railroad industry.

The Committee recommends a $27,764,000 program level for the Railroad Safety Program. This is $211,000 below the budget request and $236,000 below that recommended by the House.

These funds are intended to be distributed as follows:

	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Federal enforcement (field inspectors)	$22,564,000	$23,100,000	$22,564,000
Permanent positions	(385)	(379)	(385)
Grants-in-aid for railroad safety		$900,000	$1,500,000
Automated track inspection	$1,200,000	$400,000	
Regulation and administration	$4,211,000	$3,600,000	$3,700,000
Permanent positions	(64)	(64)	(64)
Total appropriation	$27,975,000	$28,000,000	$27,764,000

FEDERAL ENFORCEMENT PROGRAM

The Federal Enforcement Program provides salaries and related expenses of safety field operations located throughout the United States. Federal inspectors monitor railroads for compliance with Federal rail safety laws. Inspectors also conduct railroad accident investigations. The Committee recommends a $22,564,000 funding level for fiscal year 1986. The Committee expects that this is sufficient to fund the re-

quested personnel level of 385, and provide sufficient travel funds so that inspectors would have approximately 15 travel days per month.

GRANTS-IN-AID FOR RAILROAD SAFETY

The rail safety grants-in-aid were authorized by section 206 of the Federal Railroad Safety Act of 1970, as amended. This program forms a Federal/State program, in which States are reimbursed for 50 percent of salaries and expenses incurred for State safety inspectors. The Committee recommends an appropriation of $1,500,000 for this program. There was no budget request. The Committee believes that in many States this program provides a valuable service and should be funded. It is expected that under the funding provided there will be some adjustments to the existing program. The Committee is concerned that the vital functions performed are maintained and expects the FRA to employ the funds in the most efficient manner. In addition to the provision of new funding, the Committee expects that $1,000,000 is available to this program from carryover funds available within the "Rail safety" account, for a total program level of $2,500,000.

AUTOMATED TRACK INSPECTION

No additional funds are provided for the Automated Track Inspection Program. It is expected that at the end of fiscal year 1985 approximately $2,300,000 of unobligated funds will be available for this program. The Committee believes that this is sufficient funding to perform the necessary surveying for monitoring the industry's compliance with the Federal track standards with priority being given that track used for the transportation of concentrated hazardous materials.

REGULATION AND ADMINISTRATION

The recommended funding level is slightly higher ($200,000) than originally requested, but does not restore the 5-percent pay cut.

RAILROAD RESEARCH AND DEVELOPMENT

Appropriations, 1985	$15,355,000
Budget estimate, 1986	10,418,000
House allowance	11,200,000
Committee recommendation	10,384,000

The Federal Railroad Administration's Railroad Research and Development Program plans and conducts research aimed at improving the safety of train operations. Research and development in the Federal Railroad Administration is performed under a single program, railroad technology research. This program will address research in (1) equipment operations and hazardous materials safety, (2) track safety, and (3) track/train safety testing.

The Committee recommends an appropriation of $10,384,000 for railroad research and development. This is $34,000 below the budget request and $816,000 below the House allowance.

The Committee recommendation includes $320,000 for the Oregon Graduate Center's research into the maintenance and repair of railroad-related components. The detection of incipient failures and proper repair of railroad components, that is, tank cars, bridges, new and innovative freight cars, and rails are of paramount concern for the safe operation of a national railroad system. Heavy coal trains, hazardous materials, and spent nuclear fuel are moving by rail through densely populated areas. The research should be directed at detection and repair of railroad components that are the potential cause of serious accidents.

RAIL SERVICE ASSISTANCE

Appropriations, 1985	$92,042,000
Appropriation for debt reduction	(60,281,000)
Budget estimate, 1986	5,762,000
House allowance	20,200,000
Committee recommendation	20,220,000

The major programs in rail service assistance are: (1) local rail service assistance grants—provides financial assistance to the States for rail planning; (2) administration and special projects—includes the salaries and related expenses for administering FRA's assistance programs; and (3) Washington Union Station—maintenance, operation, and rental or purchase of the historic building. The Administration did not request funds for local rail service assistance grants in fiscal year 1986.

The bill includes a total of $20,220,000 for rail service assistance, which is $14,458,000 more than the budget request and $20,000 more than the House allowance. These funds are intended to be distributed as follows:

	Fiscal year 1986 budget estimate	House allowance	Committee recommendations
Local rail service assistance		$15,000,000	$15,000,000
Washington Union Station	$4,620,000	$4,610,000	$4,620,000
Labor management practices		[1] ($1,400,000)	[1] ($1,400,000)
Assistance monitoring		[1] ($500,000)	[1] ($500,000)
Salaries and expenses	$1,142,000	$590,000	$600,000
Total appropriation	$5,762,000	$20,200,000	$20,220,000
Positions	(31)	(43)	(43)

[1] Fiscal year 1985 carryover

LOCAL RAIL SERVICE ASSISTANCE PROGRAM

The local rail service assistance program was established by the Regional Rail Reorganization Act of 1973 to provide financial support to States for the continuation of rail freight service on abandoned light density lines in the Northeast. The Railroad Revitalization and Regulatory Reform Act of 1976 expanded the program to all States. In 1978 the program was further amended to allow capital assistance for rehabilitation prior to, rather than after abandonment. Amendments in 1981 prohibited the use of these funds for operating subsidies.

The existing program focuses on planning and track rehabilitation and requires a Federal/State matching ratio of 70/30 percent.

The House provides $15,000,000 for the program in fiscal year 1986, the same level recommended by the Committee. In addition, the Committee includes bill language as in past years that requires $10,000,000 of the $15,000,000 be made available on a discretionary basis, and includes the House provision which requires a State to expend LRSA funds granted through fiscal year 1980 before it can apply for fiscal year 1986 funds. In fiscal year 1985, the FRA received total discretionary grant applications from 28 States for a total of over $28,000,000.

The Committee notes that the Chaplene Tunnel on the Wheeling Terminal Industrial line is in dire need of repair. Should the tunnel close, it would severely impact the economy of the local community. Therefore, the Committee directs that high priority consideration be given the funding request submitted by the State for this line.

WASHINGTON UNION STATION

The Committee level of $4,620,000 will be used for rental, maintenance, operation, and security services.

LABOR/MANAGEMENT PRACTICES

Funding for labor/management cooperative projects in the rail industry will be derived from carryover funds provided in prior years.

SALARIES AND EXPENSES

The Committee level of $600,000 for salaries and expenses should be sufficient to cover necessary activities, including the funding for freight assistance monitoring available from prior years' appropriations. Included in the Committee recommendation is the restoration of eight positions associated with Amtrak monitoring and four positions for administering the Local Rail Service Assistance Program. The Committee expects that under the personnel level provided, the rail abandonment strike force team can be continued. This could be a valuable resource to those small rural communities and shippers that face rail abandonment and/or restructuring. The FRA's personnel and resources, and the depth and variety of FRA experience should be available to assist them.

CONRAIL LABOR PROTECTION

Appropriations, 1985	$15,000,000
Budget estimate, 1986	
House allowance	
Rescission	−8,000,000
Committee recommendation	

Conrail labor assistance, as authorized by the Northeast Rail Service Act of 1981, provides protection to employees who are deprived of employment as a result of changes in the freight and passenger systems of Conrail. Employees may elect lump sum payment or daily subsistence

allowances. Benefits are also payable for moving expenses and new career training assistance.

The Administration did not request funds for the section 701, Conrail Labor Protection Program in the budget because it expected that Conrail would be returned to the private sector. The Committee does not recommend any funding for the program. It is estimated that approximately $30,000,000 will be unexpended in this account at the end of fiscal year 1985.

The Committee does not concur with the House rescission of $8,000,000 in this account. The Committee has instead transferred from this account $23,000,000 for activities of Amtrak. This is $8,000,000 more than that transferred by the House for the same purpose.

Northeast Corridor Improvement Program

Appropriations, 1985	$27,600,000
Budget estimate, 1986	
House allowance	12,500,000
Committee recommendation	12,500,000

Title VII of the 4R Act of 1976, as amended, provides for the upgrading of the Northeast corridor between Boston, MA, and Washington, DC. The law requires upgrading of the corridor to facilitate the provision of safe, dependable, rail passenger service and faster trip times. Pursuant to amendments of the 4R Act in 1980, the major improvement work has been redirected toward the most heavily traveled segments of the corridor and emphasizes safety and reliability. Through fiscal year 1985 the total amount appropriated for this program had been $2,217,800,000. No further funding has been requested by the Administration.

The Committee provides an additional $12,500,000 for Northeast corridor activities under this heading. The House allowance includes the same level to continue work on those projects for which funding was provided in the continuing resolution for fiscal year 1985 (Public Law 98–473).

The Committee notes that section 705(b) of the Railroad Revitalization and Regulatory Reform Act of 1976 requires the authority and responsibility for the Northeast Corridor Improvement Project [NECIP] to be transferred to Amtrak by October 1, 1985. The Committee expects Amtrak to utilize NECIP funds available to it to continue work on their highest priority projects within the corridor. These priorities may include the projects listed in the House report, as well as other authorized projects such as: installation of track circuits, relay interlockings, substation control cables, transmission pole steps, undercutting, and renovation of certain train yards and stations.

In the Supplemental Appropriations Act for Fiscal Year 1985 (Public Law 99–88), deferral D85–50, regarding funds for the Atlantic City rail line rehabilitation project, was denied. The Committee understands that all documents required for certification of the financing plan for this project are in the possession of the Department of Transportation, and

urges the Secretary to proceed with certification as expeditiously as possible. The Committee expects that the funds made available for this project will, in accordance with the provisions of the authorizing legislation, remain available until expended.

GRANTS TO NATIONAL RAILROAD PASSENGER CORPORATION (AMTRAK)

Appropriations, 1985	$684,000,000
Budget estimate, 1986	
House allowance	588,500,000
(By transfer)	(15,000,000)
Committee recommendation	587,500,000
(By transfer)	(28,500,000)

The National Railroad Passenger Corporation (Amtrak) has been provided Federal assistance through the Department of Transportation since Amtrak's inception in May 1971, to support a national rail passenger system. This assistance has been in the form of grants for capital improvements, operating subsidies, cost sharing for intra-state rail services, and funds for labor protection costs associated with the discontinuance of rail passenger service.

The Administration did not request any funding for this program in fiscal year 1986.

The Committee recommends a total program of $616,000,000 for Amtrak which includes $23,000,000 derived by transfer from the Conrail labor protection account and $5,500,000 derived by transfer from the unobligated balances of the "Rail labor assistance" account which has unobligated funds in the Milwaukee/title V account. This is $12,500,000 above the House allowance and $587,500,000 of new funding above that requested by the administration.

The Committee does not believe that the administration adequately prepared or explained its request to eliminate funding for this vital transportation program. The Committee cannot ignore the almost 20 million passengers that would be completely left without train service. The idea that service would be picked up almost immediately by others is totally unrealistic. Witnesses before the Committee pointed out that State compacts between two States are often difficult and require lengthy negotiations. Compacts among several States are only that much more complex and time consumming. State officials testified that some State and local budgets were already done in advance of or in anticipation of the Federal fiscal year, and that overlapping State fiscal years would delay action on dealing with replacing Amtrak. Last, State legislatures, which have differing sessions, would need to act on such arrangements.

In addition, the Committee heard from administration witnesses that said they could not adequately predict the impact of cessation of service would have on already congested roads, bridges, airports, and airspace in the Northeast corridor. The FAA Administrator testified on April 3, 1985, that it would be extremely difficult and costly to accommodate an estimated 6 million additional passengers in the already congested Northeast airspace.

During the last several years Amtrak has consistently reduced its dependence on Government support by covering a significantly larger percentage of its total costs through its own revenues, and Amtrak has met or exceeded the goals established by Congress. Amtrak's revenue-to-cost ratio has improved from 48 percent in 1978 to 58 percent in 1985, and the corporation's fiscal year 1986 budget assumes a revenue-to-cost ratio of at least 60 percent. Amtrak president, W. Graham Claytor, Jr., in testimony before the Committee, advised that Amtrak expected to cover two-thirds of its costs sometime within the next 5 years and may be able to do better than that, depending on inflation and the general economic condition of the travel industry, and that the corporation was going to continue this steady trend of improving its financial performance and reducing its dependence on Federal funds. In addition, the quality of service has improved along with the company's operating performance. Amtrak's ontime performance system-wide has consistently been over 80 percent the last 3 years, compared to the mid-1970's when only 60 percent of Amtrak's trains arrived at their destination on schedule.

Almost one-half of Amtrak's passengers are carried outside the Northeast and its long haul trains generate about 3.4 billion passenger miles, or about 75 percent of all the passenger miles in the Amtrak system. Our national rail passenger system is also heavily oriented to persons with moderate incomes and older citizens. Forty-seven percent of all long-distance passengers have family incomes of under $20,000 a year (the average U.S. family income is $28,000 per year). Thirty-six percent of Amtrak's long-haul passengers are 55 years old and over, and 21 percent are actually 65 and over. Amtrak's current funding level is the lowest since 1977, and if every federally funded program were operating below its fiscal year 1978 funding level, the Congress would not now be forced to debate such drastic measures to reduce the Federal deficit.

During Senate consideration of the first budget resolution the Senate voted 53 to 41 to reduce Amtrak funding by 10 percent, and, therefore, not to eliminate Amtrak. The Committee furthermore reads the Budget Committees' conference assumption as intending to preserve the system.

AMTRAK LABOR

The Committee recognizes the contributions made by rail labor which have contributed greatly to Amtrak's improved financial performance. Amtrak and the representatives of the employees of Amtrak are encouraged to continue to negotiate changes in existing agreements between such parties that will result in cost savings to Amtrak. Amtrak and the representatives of rail labor are to report the results of their negotiations to the House and Senate Committees on Appropriations by March 15, 1986.

Alaska Railroad Revolving Fund

The Alaska Railroad, extending 470 miles from Anchorage to Fairbanks, is operated by the Federal Government under the act of March 12, 1914. The major activity of the rail line operation program is transportation service; the principal supporting activities are maintenance of way, structures, and maintenance of equipment. To the extent possible, programs are financed by revenues earned from freight and passenger services and other incidental services. The railroad was transferred to the State of Alaska, pursuant to Public Law 97–468, on January 5, 1985. Therefore, no further funding is needed.

Railroad Rehabilitation and Improvement Financing Funds

(LIMITATION ON NEW LOAN GUARANTEES)

Limitation, 1985	($6,500,000)
Budget estimate, 1986	
House allowance	
Committee recommendation	(4,000,000)

Section 511 of Public Law 94–210, as amended, authorizes obligation guarantees for meeting the long-term needs of the railroads. Railroads utilize this funding mechanism to finance major new facilities and rehabilitation or consolidation of current facilities.

The Committee recommends limiting fiscal year 1986 loan guarantees to $4,000,000.

Redeemable Preference Shares Appropriation

(AUTHORITY TO BORROW)

Appropriations, 1985	
Budget estimate, 1986	
House allowance	$30,000,000
(By transfer)	(5,500,000)
Committee recommendation	16,500,000

Section 505 of the Railroad Revitalization and Regulatory Reform Act of 1976, as amended, authorizes the Secretary of Treasury to purchase fund anticipation notes from the Secretary of Transportation, which funds will be used to purchase redeemable preference shares from railroads to provide for capital needs to preserve rail freight services. No funds were requested for this program in 1986.

The Committee has included bill language which makes available funds that would otherwise expire on September 30, 1985. The Committee's provision allows the Secretary to continue the purchase of redeemable preference shares with funds made available in prior appropriations acts. It is estimated that this provision makes available approximately $17,000,000 that would otherwise lapse. The Committee believes that the funds made available by its action should be available for projects designated in previous appropriations reports with remaining funds to finance competing meritorious projects.

In addition, the Committee has provided $16,500,000 for a commuter rail rehabilitation project in conjunction with an I–95 rehabilitation detour project in southeast Florida, $4,000,000 of which is for a station connection with the Miami Metrorail System.

Conrail Commuter Transition Assistance

Appropriations, 1985	
Budget estimate, 1986	
House allowance	$10,000,000
Committee recommendation	

The House includes $10,000,000 to assist in bridge rehabilitation work for Conrail commuter rail bridges transferred to local authorities pursuant to the Northeast Rail Service Act [NERSA]. There was no budget request for this activity and the Committee does not recommend any additional funding.

URBAN MASS TRANSPORTATION ADMINISTRATION

Summary of Fiscal Year 1986 Program

The Urban Mass Transportation Administration was established as a component of the Department of Transportation by Reorganization Plan No. 2 of 1968, effective July 1, 1968, which transferred most of the functions and programs under the Urban Mass Transportation Act of 1964, as amended (78 Stat. 302; 49 U.S.C. 1601 et seq.), from the Department of Housing and Urban Development.

The missions of the Urban Mass Transportation Administration are: to assist in the development of improved mass transportation facilities, equipment, techniques, and methods; to encourage the planning and establishment of urban mass transportation services needed for economical and desirable urban development; to provide mobility for transit dependents; to maximize productivity of urban transportation systems; and to provide assistance to State and local governments and their instrumentalities in financing such services and systems.

Under the Committee recommendations, a total program level of $3,634,900,000 would be provided for the activities of the Urban Mass Transportation Administration for fiscal year 1986. This is $2,257,495,000 more than the budget request and $119,203,000 less than the House allowance.

The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1985 program level	Fiscal year 1986 budget estimate	House allowance	Committee recommendation
Administrative expenses	31,000	27,405	31,000	30,000
Research training and human resources	51,000	(1)	28,103	17,400
Formula grants	2,449,500	[2] 1,100,000	2,210,000	2,100,000
Discretionary grants limitation on obligations	1,120,000		1,010,000	1,100,000
Interstate transfer grants—transit	250,000	(3)	237,500	200,000
Washington Metro	250,000	250,000	237,500	187,500
Total	4,151,500	1,377,405	3,754,103	3,634,900

[1] Program level of $24,597 proposed from carryover funds.
[2] Obligation ceiling on contract authority.
[3] Proposed to be funded in Federal-Aid Highways.

Administrative Expenses

Appropriations, 1985	$31,000,000
Budget estimate, 1986	27,405,000
House allowance	31,000,000
Committee recommendation	30,000,000

The Committee recommends a total of $30,000,000, which is $1,000,000 below the House allowance and the level of funding provided in fiscal year 1985. The original request for administrative expenses was predicated on the reduction of 130 full-time equivalents from the fiscal year 1985 level of 521. This request assumed major program reductions, the creation of a new formula Capital Grants Program, and the transfer of the Interstate Substitution Program to the Highway Trust Fund.

The Committee concurs with the staffing levels recommended by the House. In addition, it does not believe that the Office of the Administrator be excluded from those reductions required in other programs. The Committee does, however, believe that the limitation on operating expenses of the Office of the Administrator is unduly restrictive.

The Committee directs that UMTA not implement those procedures scheduled to take effect October 1, 1985, for State administration of the section 9 program. Upon initial review it appears the recommended procedures could impact on the current program and the role of urbanized areas below 200,000 in population. The Committee expects, therefore, that UMTA will continue to publish section 9 appropriations as it currently does, including individual apportionments for each urbanized area above 50,000 in population. In addition, the Committee directs that representatives of UMTA meet with affected industry groups and representatives of cities and counties so that adequate input is allowed on the proposed section 9 program changes.

CONSTRUCTION MANAGEMENT

The Committee supports the House bill language, which was requested by the administration, that allows up to one-half of 1 percent of the funds made available for UMTA discretionary grants, formula

grants, interstate transfer-transit grants, and Washington Metro grants for contracts related to project management oversight functions on behalf of the Federal Government.

The Committee in the report accompanying the fiscal year 1985 bill directed "* * * that grant recipients involved in transit projects be required to use an adequate amount of their capital funds to contract with consultants to perform the needed construction management oversight." The included bill language strengthens the Committee's earlier position on this subject.

REDUCED FARES

A general provision, which has been carried in this bill in the past, has not been continued. It has, in the past, benefited New York's city transit system, which had a reduced fare system in place before the 1974 Federal requirement. Pursuant to the revised language enacted in the 1985 appropriation, the New York Metropolitan Transportation Authority has adopted a procedure whereby all holders of Medicare cards are eligible for reduced fares. In addition, UMTA's chief counsel has ruled that the New York procedure whereby eligible riders pay a round-trip fare equal to the normal one-way fare at their point of entry satisfies the requirement for half-fare travel. Based on those two changes, the general provision is no longer required.

FUNDING ALLOCATIONS

The Committee has included bill language which directs the Secretary of Transportation to release funds made available for fiscal year 1986 and prior years within 90 days after enactment of the bill, unless the Secretary has used the available recognized budget mechanisms of a reprogramming request, a deferral message, and/or a rescission request that could affect these funds. The Committee, however, directs that in the event that a Committee on Appropriations denies the reprogramming request or Congress disapproves the deferral or does not complete action on the rescission proposed within the required time, the Secretary must immediately release the funds being withheld.

On May 31, 1985, the Committee received a reprogramming request from the UMTA Administrator covering $223,600,000. Of this amount, $42,600,000 was associated with fiscal year 1984 funds made available October 1, 1983. In addition the reprogramming request covered another $181,000,000 of fiscal year 1985 funds made available October 1, 1984. This reprogramming request was disapproved by the House on June 3, 1985. To date, even though the reprogramming request was denied many of these funds are still being held by the UMTA Administrator.

The Committee understands that the administration may disagree on the best use of the section 21(a)(2)(B) funds; however, the Committee does not condone the action of any agency official who ignores or attempts to thwart the clear directives of Congress. In hearings of April 16, 1985, the Committee received testimony on UMTA's inten-

tions regarding new start funds. In response to the question, "Whose directives is UMTA following, OMB's or Congress'?" The response was "UMTA is properly complying with all laws and procedures concerning its handling of new start funding as well as other programs."

Since the administration was still making plans to submit a reprogramming request to Congress requesting the reallocation of funds that were, in some cases, made available 18 months earlier, the Committee feels it necessary to provide clear guidance on how it expects such issues to be handled in the future. The Committee also expects that any requests for different uses of the funds as originally intended be accompanied by detailed explanation.

Research, Training, and Human Resources

Appropriations, 1985	$51,000,000
Budget estimate, 1986	
House allowance	28,103,000
Committee recommendation	17,400,000

The Research and training activity, authorized by the Urban Mass Transportation Act of 1964, as amended, provides for grants and contracts for the purpose of developing, testing, and demonstrating new facilities, equipment, techniques, and methods (operational and managerial). Also funded are grants to public bodies to provide for advanced training of personnel in the mass transportation field, grants to public and private, nonprofit institutions to assist in establishing or continuing programs which combine professional training and research in the field of mass transportation, and projects that address human resource needs as they apply to public transportation activities. No appropriation was requested for 1986. The budget proposes to use unobligated balances of approximately $24,597,000, which have been deferred, to fund the program in 1986.

The bill includes $17,400,000 for these research and training activities, which is $10,703,000 less than the House amount and $17,400,000 more than the budget request, but is $33,600,000 less than the amount provided in fiscal year 1985.

The following table summarizes the Committee recommendations, budget request, House allowance, and last year's level:

Program	Fiscal year 1985 appropriation	Fiscal year 1986 budget estimate	House allowance	Committee recommendation
Research and technical assistance	$29,300,000	[1]($17,597,000)	$19,403,000	$11,500,000
New technology	6,000,000		([2])	([2])
Service and methods	5,000,000	([2])	5,000,000	4,200,000
Management training	1,200,000	[1](1,000,000)	200,000	
University research	2,000,000	[1](1,500,000)	500,000	200,000
Human resources	7,500,000	[1](4,500,000)	3,000,000	1,500,000
Total	51,000,000	[1](24,597,000)	28,103,000	17,400,000

[1] Proposed to be funded by deferral from fiscal year 1985.
[2] Included under "Research and technical assistance."

The total amount of funds available for research, training, and human resources in fiscal year 1986 is approximately $42,000,000, which includes funds derived from fiscal year 1985. This represents a 15-percent reduction from the budgeted obligation level in fiscal year 1985.

The Committee expects that under the funding level provided, UMTA continue and expand its efforts in the safety and security area. As stated in last year's report accompanying the fiscal year 1985 appropriation bill, "It is incumbent upon the administration to assist local authorities in protecting the Federal investment and making transit systems safe and secure."

The Committe does not agree with the House report language which earmarks $15,600,000 of the House allowance of $19,403,000 available for research and technical assistance. The Committee believes that UMTA should have the flexibility necessary to administer a well planned and coordinated research and assistance effort. The Committee expects that under the funding available, UMTA will fund the most meritorious projects.

Formula Grants

Appropriations, 1985	$2,449,500,000
Budget estimate, 1986	[1](1,100,000,000)
House allowance	2,210,000,000
Committee recommendation	2,100,000,000

[1] Budget proposed this as a limitation on obligations.

The Formula Grant Program is authorized by sections 9 and 18 of the Urban Mass Transportation Act of 1964, as amended by the Surface Transportation Assistance Act of 1982. It provides grants on the basis of a formula to State and local agencies for mass transportation operating and capital expenses.

The budget request proposed that this program be replaced with a Formula Capital Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund and would be limited to capital grants. Legislation necessary to implement the changes requested by the administration has not been enacted.

The Committee recommends $2,100,000,000, which is $110,000,000

less than the House allowance and $349,500,000 less than that provided in fiscal year 1985.

The $2,100,000,000 recommended by the Committee would be distributed as follows:

—Urbanized areas with a population of 200,000 or more: These areas would receive $1,857,030,000, or 88.43 percent of the total. Of this amount, two-thirds is apportioned using a bus-tier formula and one-third is apportioned using a rail-tier formula.

—Urbanized areas with populations less than 200,000: These areas would receive $181,440,000, or 8.64 percent of the total recommended.

—Nonurbanized areas: These areas would receive $61,530,000, or 2.93 percent of the total recommended.

Operating Assistance

The Committee has not included bill language limiting operating subsidies. Existing law governing this activity is the Surface Transportation Assistance Act of 1982 (Public Law 97–424). New legislation regarding this program has not been considered by the necessary authorization committees.

General Provisions

The House bill includes a general provision (sec. 317) which allows the reallocation of certain section 5 funds originally apportioned in fiscal years 1982 and 1983. The Committee concurs with the House language in this area.

UMTA estimated that at the end of fiscal year 1984 there remained over $1,000,000,000 of unobligated formula funds. The source of these balances was:

[In thousands of dollars]

Fiscal year	Section	Amount
1977–81	5	$92,700
1982	5	93,000
1983	5	180,900
1983	9A	90,800
1983	18	17,800
1984	9	499,700
1984	18	37,200

As of June 30, 1985, based on information provided by the administration, the total of unobligated funds amounted to $2,261,038,000, including approximately one-half of the formula funds provided for fiscal year 1985. The Committee concurs with the House observation that, although UMTA currently has the authority to reallocate certain of these funds, it has not done so without adequate explanation. The Committee includes the House bill language (sec. 318) requiring UMTA to reapportion under the section 9 formula those funds available under section 5(c)(a).

OTHER PROVISION

The Committee agrees with the House bill and report language relating to the proposed Woodward Avenue light rail project in Detroit, MI.

SECTION 18

The Committee has included bill language designed to strengthen the rural transportation system. The section 18 program is a partnership between the Federal and State and local governments to provide transportation services in nonurban areas. The most common source of Federal funds upon which rural buslines rely for the local match is contracts with social services agencies to transport clients. UMTA recently ruled that such contracts may no longer be counted as part of the State and local matching funds for section 18 buslines.

The section 18 rural bus program has been extremely successful in providing rural Americans access to health care and social service programs. The bill language restores the original funding formula and permits buslines to transport the clients of social service agencies and organizations under contract.

FORMULA CAPITAL GRANTS

(LIQUIDATION OF CONTRACT AUTHORITY) (TRUST FUND)

Appropriations, 1985	
Budget estimate, 1986	($55,000,000)
House allowance	
Committee recommendation	

The budget request for fiscal year 1986 funding under this account is predicated on the enactment of legislation which establishes a new Formula Capital Grant Program. This legislation has not been considered by the appropriate authorizing committee. Funds to liquidate the contractual obligations of the existing Formula Grant Program are shown with the appropriate account.

DISCRETIONARY GRANTS (LIMITATION ON OBLIGATIONS)

Appropriations, 1985	($1,120,000,000)
Budget estimate, 1986	
House allowance	(1,010,000,000)
Committee recommendation	(1,100,000,000)

Beginning in fiscal year 1984, funds for this program were derived exclusively from user fee revenue made available to the mass transit account of the highway trust fund established by the Surface Transportation Assistance Act of 1982.

Section 3 of the Urban Mass Transportation Act of 1964, as amended (49 U.S.C. 1601 et seq.), authorizes the Urban Mass Transportation Administration to make discretionary grants or loans to States and local public bodies and agencies thereof to be used in financing mass trans-

portation investments. Such investments may include construction of new fixed guideway systems; extensions to existing guideway systems; major bus fleet expansions; capital grants for emergency repairs to transit facilities resulting from natural disasters; deployment of new technology; innovative transit demonstrations projects; and technical planning assistance.

The Committee recommends an obligation limitation of $1,100,000,000. This is $90,000,000 more than the level recommended by the House. There was no budget request for this appropriation. The budget proposed that this program be replaced with a Formula Capital Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund. This limitation would permit the obligation of all currently authorized fiscal year 1986 contract authority.

The following table summarizes the Committee recommendations:

	House allowance	Committee recommendations
Bus and bus facilities	$115,000,000	$185,000,000
Existing rail modernization and extensions	435,000,000	435,000,000
New systems and new extensions	380,000,000	398,000,000
Planning	50,000,000	42,000,000
Elderly and handicapped	25,000,000	35,000,000
Innovative techniques and technology introduction	5,000,000	5,000,000
Total	1,010,000,000	1,100,000,000

BUS AND BUS FACILITIES

The bill includes $185,000,000 under this heading for the purchase of buses, bus related equipment and paratransit vehicles and for the construction of bus-related facilities. This amount is $70,000,000 above the House allowance. These funds will assist in the replacement of many over-age buses in cities of all sizes, permit the expansion of bus service to accommodate community transit needs, help finance appropriate bus maintenance facility modernization or construction, assist in bus rehabilitation, and assist in the purchase of support equipment.

The Committee feels that the funding increase over the House level is absolutely essential to offset those reductions made by the Committee in the section 9 formula grant program. Bus and bus-related project funds have significant and widespread benefits over a broad range of city sizes. UMTA estimates that approximately 70 percent of all transit passenger trips are by bus and the Committee feels that medium- and smaller-sized cities greatly benefit from this program.

The Committee concurs with the House report language regarding the scheduled bus activity payment to Portland, OR, under a 1982 letter of intent, that these funds be made available without prejudice to the region competing equally with other cities for additional funds.

EXISTING RAIL MODERNIZATION AND EXTENSIONS

The Committee recommends a total of $435,000,000 for the modernization and extension of existing rail transit systems.

The Committee recommendation is the same as the House allowance and the Committee believes that this should be sufficient funding to permit existing UMTA commitments to proceed on schedule. Funding for this program primarily benefits the existing rail transit systems of New York, Chicago, Philadelphia, northeast New Jersey, Boston, San Francisco, Pittsburgh, and Cleveland. Other cities can and have participated in the program.

The Committee concurs with the House report language emphasizing the importance of three projects in the San Francisco Bay area including: the municipal railway turnaround and breakout facility; the Bay Area Rapid Transit [BART] District, turnback zone and storage tracks in Daly City; and new BART railcars.

NEW SYSTEMS

The Committee suggests the allocations below, as compared to House earmarks, for preliminary engineering, right-of-way acquisition, new systems construction, and extensions. The Committee recommendation is $18,000,000 above the House allowance.

City and project	House allowance	Committee recommendation
Portland (light rail)	$8,100,000	$9,800,000
Seattle (bus tunnel)	24,300,000	25,000,000
Miami (rail construction and circulator)	36,000,000	40,000,000
Santa Clara (light rail)	65,000,000	65,000,000
Atlanta (rail construction)	63,000,000	75,000,000
Los Angeles (rail construction)	117,000,000	85,000,000
Houston (busways)	49,500,000	60,000,000
St. Louis (construction)	9,000,000	18,000,000
Buffalo (light rail system)		1,700,000
San Diego (light rail)	8,100,000	18,500,000
Total	380,000,000	398,000,000

The Committee has not included the House bill language which directs UMTA to issue letters of intent and full funding contracts to three of the new start projects: Los Angeles, Seattle, and Miami. The Committee has, as it has done in the past, earmarked funds for these cities and included a general provision on release of funds, discussed earlier in the report.

The Committee expects the amount recommended for the Banfield project in Portland, OR, to substantially complete the project. Should justifiable additional expenses be required, the Committee expects section 3 funds to be provided as necessary. Certain funds have been provided by local government and downtown businesses for the Banfield project in Portland, OR, beyond the required local contribution. The Committee directs UMTA to credit these amounts as a local match for additional Federal moneys within the dollar limitations of the full

funding contract to the extent necessary (in addition to the presently committed local match) to accomplish the completion of the entire project.

PLANNING AND TECHNICAL STUDIES

The Committee recommends that $42,000,000 be appropriated for planning and technical studies. This is $8,000,000 below the House allowance. The major activities funded under this heading include short range transportation system management and transportation improvement programs, alternatives analysis studies, and energy conservation and contingency planning.

INNOVATIVE TECHNIQUES AND TECHNOLOGY INTRODUCTION

The Committee recommends that a total of $5,000,000 be appropriated for innovative techniques and technology introduction. This is the same amount as that recommended by the House. The Committee directs UMTA to fund meritorious projects in either innovative techniques or technology introduction.

ELDERLY AND HANDICAPPED

The Committee recommends that $35,000,000 be appropriated for the Elderly and Handicapped Program, section 16(b)(2) of the Urban Mass Transportation Act. This is $10,000,000 above the House allowance.

This recommendation is at the level first submitted by the administration in its budget request for fiscal year 1986. The mobility of the Nation's elderly and handicapped is an important service that the Mass Transit Program provides. This program is especially appreciated by the smaller and more rural areas that do not qualify for other programs that assist in the provision of transit service. The Committee expects that UMTA fund meritorious projects under this activity but give priority consideration to those applications where alternative means of transportation are not available.

(LIQUIDATION OF CONTRACT AUTHORIZATION) (TRUST FUND)

Appropriations, 1985	($450,000,000)
Budget estimate, 1986	([1] 720,000,000)
House allowance	(720,000,000)
Committee recommendation	(775,000,000)

[1] Does not include the $55,000,000 for liquidation of fiscal year 1986 contract authority, which the budget proposes under formula grants.

The bill includes the full budget request of $775,000,000 to liquidate obligations incurred under contract authority provided in the Surface Transportation Assistance Act of 1982 under section 21 (a)(2) of the Urban Mass Transportation Act of 1964, as amended (48 U.S.C. 1601 et seq.).

Interstate Transfer Grants—Transit

Appropriations, 1985	$250,000,000
Budget estimate, 1986	
House allowance	237,500,000
Committee recommendation	200,000,000

Grants under this activity are authorized by the Federal-Aid Highway Act of 1973 and amended by subsequent amendments to the Federal-Aid Highway Act and the Surface Transportation Assistance Acts of 1978 and 1982. Under current law, 50 percent of the interstate transfer transit funds are to be distributed on a formula basis.

The bill includes $200,000,000 for transit projects which have been substituted for interstate highway segments. This is $37,500,000 less than the House allowance.

The administration's budget request included this program under the Federal Highway Administration's "Federal-aid highway" account as part of the Interstate Transfer Grants—Highway Program. Under the administration proposal, transit projects would compete with highway projects for the existing $725,000,000 of contract authority provided for fiscal year 1986 under the Surface Transportation Assistance Act of 1982 (Public Law 95–599). Legislation which would effect this change has not been reported by the proper authorizing committee.

The Committee directs the following discretionary allocations.

Area	Formula	Discretionary	Total
Chicago	$48,544,000	$67,875,558	$116,419,558
Baltimore	23,716,000		23,716,000
Sacramento	1,749,000	10,311,000	12,060,000
Boston	5,114,000		5,114,000
Cleveland	3,875,000	14,000,000	17,875,000
San Francisco	5,176,000		5,176,000
Memphis	2,468,000		2,468,000
Waterloo	1,000,000		1,000,000
Duluth	246,000		246,000
Washington, DC	533,000		533,000
Albany	141,000		141,000
New Jersey	738,000	6,028,442	6,766,442
Indianapolis	245,000	1,785,000	2,030,000
Fall River to Providence	87,000		87,000
New York City	604,000		604,000
Rhode Island	3,464,000		3,464,000
Hartford-New Britain	1,712,000		1,712,000
Killingly	34,000		34,000
Portland	554,000		554,000
Total	100,000,000	100,000,000	200,000,000

The Committee expects that any changes from the above allocations be accomplished only through the reprogramming request process.

WASHINGTON METRO

Appropriations, 1985	$250,000,000
Budget estimate, 1986	250,000,000
House allowance	237,500,000
Committee recommendation	187,500,000

Public Law 96–184 (Stark-Harris legislation) enacted January 3, 1980, authorizes a total of $1,700,000,000 for construction on the Washington Metrorail System.

The Committee recommends $187,500,000 be appropriated for the Washington, DC, Metrorail System from this account. This amount is $62,500,000 less than the budget request and $50,000,000 below the amount recommended by the House.

The Committee is encouraged by the Washington Metropolitan Area Transit Authority [WMATA] and the Urban Mass Transportation Administration [UMTA] exploring the possibility of entering into a full funding contract.

The Committee expects that, under the funds provided, work on the inner F route (Anacostia) will not be delayed, especially in light of the previous delays and the need for service in Southeast Washington, DC. Alignment of the outer F route (Branch Avenue) has been approved and legal obstacles have been removed. The selected alignment, however, brings the total system to 103 miles and was the most expensive of the possible alternatives.

The Committee reiterates its position stated in last year's report that it does not specifically set nor endorse any mileage-certain limitation. The Committee does expect WMATA to work in the most cost- and program-efficient manner within the funds provided under the Stark-Harris authorization.

In view of the need for service on the F route corridor and the present estimates that the Stark-Harris authorization level of $1,700,000,000 will be exceeded after construction of approximately 89.5 miles, the Committee directs WMATA and UMTA to develop a plan before the fiscal year 1987 budget hearing for system alternatives and the necessary funding authorization.

Though the Committee has provided less than the amount requested, this is still over $100,000,000 more than that provided to any other new start, not including the $51,700,000 provided by the Federal Government for payments on the bonded indebtedness of WMATA. Given the budget constraints facing this Committee, it feels the amount provided is sufficient to continue orderly construction of the system.

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

(Limitation on Administrative Expenses)

Limitation, 1985	($1,792,000)
Budget estimate, 1986	(1,942,000)
House allowance	(1,890,000)
Committee recommendation	(1,942,000)

The St. Lawrence Seaway Development Corporation is a wholly owned Government corporation established by the act of May 13, 1954, responsible for the development, operation, and maintenance of that part of the seaway between Montreal and Lake Erie, within the territorial limits of the United States. Under the provisions of subtitle II of the Government Corporation Control Act, the Corporation prepares a business-type budget which is submitted for consideration by Congress. Subject to a limitation on administrative expenses, the Congress authorizes the Corporation to make expenditures from available funds and borrowing authority, and to enter into contracts without regard to fiscal year limitations as are necessary to carry out the programs set forth in its budget.

The Corporation's operations program provides for operation of all facilities, for maintenance—including major items which are deferred to the nonnavigation season—and for planning and development activities. Under its replacements and improvements program, the Corporation undertakes various capital improvements to upgrade and modernize its facilities.

The Committee recommends a limitation of $1,942,000 on administrative expenses, which is $52,000 above the House allowance and the same as the budget request.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

Research and Special Programs

Appropriations, 1985	$18,900,000
(By transfer)	(950,000)
Budget estimate, 1986	19,353,000
House allowance	19,400,000
Committee recommendation	19,200,000

The Research and Special Programs Administration [RSPA] was established by the Secretary of Transportation's organizational changes dated July 20, 1977. It consolidated functions formerly assigned to the Assistant Secretaries for Environment, Safety, and Consumer Affairs; Systems Development and Technology and Administration; and includes the Transportation Safety Institute [TSI]. It also drew functions from the General Counsel and it absorbed the Transportation Systems Center [TSC] and the functions of the Materials Transportation Bureau [MTB].

The Research and Special Programs Administration serves as a research, analytical, and technical development arm of the Department for multimodal research and development, as well as special programs. Particular emphasis is given to pipeline safety and to transportation of

hazardous cargo by all modes of transportation. Responsibilities of the administration are carried out under the following activities:

Operations.—This activity provides for central supervisory and management functions, including a management information system necessary for overall planning and direction of the administration. This activity also provides for management and execution of transportation programs involving passenger and cargo security, aviation data management, national emergency plans/preparedness and management of the Transportation Safety Institute. It also provides for hazardous materials and pipeline safety regulatory and enforcement programs.

Research and development.—This activity provides for research to support hazardous materials and pipeline safety regulatory and enforcement programs and to complement research programs of other operating administrations.

Grants.—This activity provides for grants-in-aid to State agencies of up to 50 percent of the actual costs for conducting a Gas Pipeline Safety Program as authorized by the Natural Gas Pipeline Safety Act of 1968.

The Committee recommends that $19,200,000 be appropriated for research and special programs. This amount is $153,000 less than the budget request and $200,000 less than the House allowance.

The Committee also proposes deletion of the House general provision prohibiting the Department from evaluating the costs and benefits of private sector operation of the Transportation Systems Center.

The recommendation compared to the House allowance is summarized below:

	House allowance	Committee recommendations
Operations	$12,425,000	$12,225,000
Research and development	$2,475,000	$2,475,000
Natural gas pipeline safety grants-in-aid	$4,500,000	$4,500,000
Permanent positions	(171)	(169)

The Committee concurs with the House reduction of three positions associated with the recently streamlined management structure. However, no additional positions or funds are included for the special hazardous materials enforcement team for which the House provided seven positions. This concept, disapproved by the Committee last year, was not included as a budget request. An increase of five positions over the House allowance to continue the Essential Air Service Information Program is provided.

The $4,500,000 level for the Gas Pipeline Program is continued. Language is also restored to allow credit to this account of training fees received from non-Federal entities.

REFERENCE FRACTURE TOUGHNESS DATA BASE

The Department of Transportation has for many years been developing fracture toughness-related data that pertain to a diversity of structural components. These include bridges, pipelines, rails, and tank cars to name a few. However, data is not readily available for reference. Within the total appropriations provided, the Department shall make available not to exceed $200,000 to undertake a collaborative effort with the Oregon Graduate Center to compile a welding fracture data base encompassing weld fracture properties, material response to corrosion, corrosion fatigue, and a characterization, in general, of the response of welded components and structures in the transportation environment.

OFFICE OF INSPECTOR GENERAL

SALARIES AND EXPENSES

Appropriations, 1985	$27,900,000
Budget estimate, 1986	27,692,000
House allowance	27,950,000
Committee recommendation	27,250,000

The Inspector General Act of 1978 (Public Law 95–452), created an independent and objective organization to conduct and supervise audits and investigations designed to (1) promote economy, efficiency, and effectiveness, and prevent and detect fraud and abuse in departmental programs and operations; and (2) to provide a means of keeping the Secretary of Transportation and Congress fully and currently informed of problems and deficiencies in the administration of such programs and operations.

The headquarters audit operation is composed of program offices which correspond to one or more transportation modes. Audit offices are located in 7 of 10 standard Federal regions. There are also five regional investigative offices which are responsible for all investigations within their designated areas. Necessary audits of the Essential Air Service Program are also conducted.

The Committee recommends $27,250,000, which is $700,000 less than the House amount and $442,000 less than the budget request.

The Committee allowance provides for 468 positions for the Office of Inspector General, an increase of 10 over the budget request and 6 fewer than the House allowance. The Committee expects that this reduction can be absorbed based on past-years' overstated caseload estimates, as well as by absorption of pay costs.

The Congress has not advanced the administration proposal to eliminate essential air service subsidies, audits of which are conducted by the staff of the inspector general. However, within the position allowance, the Committee expects this continuing function to be streamlined with other audit activities, and that overhead and management positions be consolidated.

The Committee further expects the inspector general to conduct careful oversight of the FAA system engineering and integration contract,

and bonus fee awards. Testimony provided during the hearing indicates that the inspector general did not perform a comprehensive review of the SEI contractor's review of the National Airspace System Plan. Yet the inspector general is charged with auditing this contractor's involvement with particular NAS plan programs, as well as FAA's administration of the SEI contract.

TITLE II—RELATED AGENCIES

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

SALARIES AND EXPENSES

Appropriations, 1985	$2,000,000
Budget estimate, 1986	1,975,000
House allowance	2,000,000
Committee recommendation	1,975,000

The Architectural and Transportation Barriers Compliance Board was established by section 502 of the Rehabilitation Act of 1973 to ensure compliance with the Architectural Barriers Act of 1968. Its primary role is to effectuate a Compliance Program to ensure accessibility and usability of most Federal and federally funded buildings by all persons. The Board's functions include: (1) insure that public conveyances, including rolling stock, are readily accessible to, and usable by, physically handicapped persons; (2) investigate and examine alternative approaches to eliminate architectural, transportation, communication, and attitudinal barriers; (3) make recommendations and prepare policy reports to the President and Congress on measures to eliminate such barriers; (4) provide technical assistance to all programs affected by title V of the Rehabilitation Act with respect to overcoming architectural, transportation, and communication barriers; (5) establish minimum guidelines and requirements for the standards issued under the Architectural Barriers Act, as amended. The 22-member Board is composed of 11 public members appointed by the President and 11 Federal agency heads.

The bill includes $1,975,000 for the Board, which is the same as the budget request and is $25,000 less than the House allowance.

The Committee agrees with the Board's testimony that supporting research is a high priority. The Committee notes, however, that in fiscal year 1985 the Board chose to reduce research spending $76,000 from the $350,000 level provided by the Committee, largely to fund personnel benefits. To date, adequate research has not been performed to allow completion of any part of the "Minimum Guidelines and Requirements." Therefore, the Committee directs that of the funds provided, $350,000 be used for necessary research. Any deviation from that level must be requested through a reprogramming letter sent to both the Senate and House Appropriations Committees.

In submitting the budget request for fiscal year 1987, the Committee directs the Board to provide actual 1985 expenses, along with estimates for fiscal years 1986 and 1987. In addition, the Board shall include a

description of all research projects and rulemaking activities current and proposed for the next 3 years.

NATIONAL TRANSPORTATION SAFETY BOARD

SALARIES AND EXPENSES

Appropriations, 1985	$21,899,000
Budget estimate, 1986	22,087,000
House allowance	22,400,000
Committee recommendation	22,200,000

The Independent Safety Board Act of 1974 established the National Transportation Safety Board as an independent Federal agency to promote transportation safety by conducting independent accident investigations. In addition the Act authorizes the Board to make safety recommendations, conduct safety studies, and oversee safety activities of other Government agencies involved in transportation. The Board has no regulatory authority. The Board's effectiveness depends on its reputation for publishing impartial and accurate accident reports, issuing viable safety recommendations, and on public demand for better transportation safety.

The Committee recommends $22,200,000 for the National Transportation Safety Board, which is $200,000 less than the House allowance and $113,000 more than the budget request. The Committee provided a $1,000,000 emergency fund in Public Law 97–257, the fiscal year 1982 supplemental, to be used for unforeseen and unbudgeted accident investigation costs. The Committee fully expects that this year's unprecedented number of investigations may have resulted in the use of these funds. If so, the Board shall so inform the Committees as originally directed in Senate Report 97–516.

The Committee also recommends an increase of $200 for Board representation expenses.

The Committee also provides for a 337 full-time equivalent employment level, an increase of 3 over the budget request. The House allowance of 340 was intended to fully restore the proposed reduction in administrative law judges and the Office of General Counsel. The Committee feels that its partial restoration, along with management improvements, will be sufficient for the Board to meet its statutory requirements. The Committee directs the Board, in reducing employment, not to take any steps that would adversely impact safety.

The Committee received testimony from the Board that Federal Aviation Administration aviation surveillance improvements have not been institutionalized and that much remains to be done. The Board is to continue its review of air carrier inspection adequacy and provide a report to the Committee before the fiscal year 1987 budget hearings on further improvements it feels should be made by the FAA.

CIVIL AERONAUTICS BOARD

SALARIES AND EXPENSES

Appropriations, 1985	$5,600,000
Budget estimate, 1986	

The Civil Aeronautics Board [CAB], an independent agency responsible for the regulation, promotion, development, and maintenance of an efficient and innovative air transportation system, ceased to operate as a separate agency after December 31, 1984. Most residual functions transferred to the Department of Transportation where they are primarily housed in the Office of the Secretary.

INTERSTATE COMMERCE COMMISSION

SALARIES AND EXPENSES

Appropriations, 1985	$51,100,000
Budget estimate, 1986	52,557,000
House allowance	48,180,000
(By transfer)	(2,300,000)
Committee recommendation	47,000,000
(By transfer)	(2,300,000)

The responsibilities of the Interstate Commerce Commission for regulation of the surface transportation industries are undergoing reexamination and redefinition. In 1980, Congress passed the Motor Carrier Act of 1980. The objectives of the act are to reduce regulatory barriers for those wishing to enter the motor carrier industry, provide greater rate flexibility, ensure protection of shippers' interests, and promote competition within the industry. Congress has also passed reform legislation for the railroad, bus, and household goods industries.

The bill includes an appropriation of $47,000,000 for the salaries and expenses of the Interstate Commerce Commission, which is $1,180,000 less than the House allowance and $5,557,000 less than the budget request. The Committee, however, agrees with the House provision which transfers $2,300,000 to the "Salaries and expense" account from directed rail services. In total, the program level is $49,300,000, which is 3.5 percent below that provided in fiscal year 1985.

The following is a summary of the Committee's recommendations:

Office	Fiscal year 1986 budget request	House allowance	Committee recommendations
Chairman	[1] $700,000	$500,000	$500,000
Staff-years	7	7	7
Commissioners	[1] $2,300,000	$1,825,000	$1,825,000
Staff-years	27	27	27
Satellite offices	[1] $844,000	$1,050,000	$1,050,000
Staff-years	18	22	22
Secretary	$3,333,000	$3,100,000	$3,330,000
Staff-years	90	85	90

See footnote at end of table.

Office	Fiscal year 1986 budget request	House allowance	Committee recommendations
General Counsel	$1,878,000	$1,700,000	$1,800,000
Staff-years	29	25	27
Proceedings	$9,037,000	$8,600,000	$8,600,000
Staff-years	152	150	145
Hearings	$602,000	$570,000	$590,000
Staff-years	8	8	8
Special Counsel		$525,000	$525,000
Staff-years		7	7
Transportation Analysis	$2,754,000	$2,400,000	$2,400,000
Staff-years	36	30	30
Accounts	$6,258,000	$6,910,000	$6,100,000
Staff-years	105	100	95
Traffic	$3,494,000	$3,800,000	$3,490,000
Staff-years	81	81	80
Compliance and Consumer Assistance	$14,169,000	$14,500,000	$13,890,000
Staff-years	261	259	250
Managing Director	$6,392,000	$5,000,000	$5,200,000
Staff-years	97	88	88
Total	$52,557,000	$50,480,000	$49,300,000
Staff-years	923	889	876

[1] Budget request dollar figures for the Chairman, Commissioners, and satellite offices are estimates. The total ICC request for these three offices was 52 total staff-years and $3,844,000.

The Committee agrees with the House report language which would allow the Commission to deviate up to 5 percent from the funding allocation listed. Any deviation from the staff-year allocations by more than 5 percent from the funding allocations can only be done through the regular reprogramming request process.

Commissioners and their offices.—The Commission decides individual cases and determines policy through its proceedings in order to ensure the effective administration of the Interstate Commerce Act, related statutes, and regulations. In addition, there are four satellite offices: Legislative and governmental affairs, small business assistance, public affairs, and human relations.

Secretary.—This office serves as the Commission's clerk of the court and is responsible for the issuance of all Commission decisions.

General Counsel.—This office provides a range of legal services to the Commission and staff, including defenses of its decisions and responses to requests for legal opinions.

Proceedings.—This office provides the staff resources for the formulation and articulation of new policies through the rulemaking process and adjucation of individual proceedings.

Hearings.—This office devotes its resources to adjudicatory hearings pertaining to rates, finance, and licensing activities. Administrative law judges conduct oral hearings as required.

Special Counsel.—This office assists the public in dealing with Commission decisions especially in the rate and exit, and abandonment areas.

Transportation analysis.—The primary responsibility of this office is to ensure that economic, environmental, and energy concerns are assessed in Commission decisions.

Accounts.—This office supplies analysis of cost and financial, accounting and engineering evidence in cases and rulemakings, and data on carriers' performance.

Traffic.—The primary responsibility of this office is to process, examine, and file tariff publications and related documents. In addition, there are employee boards which take initial action on rate and tariff provisions.

Compliance and consumer assistance.—This office oversees the compliance with the Interstate Commerce Act, related statutes, and Commission regulations, industry and invididual carrier operations, enforces existing statutes and regulations, and provides decisions on applications for emergency and temporary operating authority.

Managing Director.—This office provides for the day-to-day administration of the Commission.

Payments for Directed Rail Service

(LIMITATION ON OBLIGATIONS)

Limitations, 1985	($1,000,000)
Budget estimate, 1986	(1,000,000)
House allowance	(1,000,000)
Committee recommendation	(1,000,000)

Under the provisions of 49 United States Code 11125, when a rail carrier is in such financial trouble that it becomes impossible to continue its operations, the Commission is empowered to direct and pay another carrier to move that carrier's traffic for a period of up to 60 days, which can be extended for an additional 180 days if cause exists. In certain cases, the Commission's use of this authority has not resulted in any cost to the Federal Government. However, there have been several instances where the use of this authority has resulted in a significant liability for payment to an operating carrier by the Federal Government.

The Committee provided an obligation limitation of $1,000,000 for fiscal year 1986, even though no additional directed rail service is anticipated for 1986. In the event that such authority needs to be exercised by the Commission, proper and timely notification to Congress is required. The limitation is the same as the House allowance.

PANAMA CANAL COMMISSION

Operating Expenses

Appropriations, 1985	$406,346,000
Budget estimate, 1986	420,284,000
House allowance	401,284,000
Committee recommendation	400,284,000

The Panama Canal Commission is an agency of the executive branch of the U.S. Government, provided for by the Panama Canal Treaty of 1977, and established by the Panama Canal Act of 1979 (93 Stat. 452; 22 U.S.C. 3601 et seq.), enacted September 27, 1979. The authority of

the President of the United States with respect to the Commission is exercised through the Secretary of Defense and the Secretary of the Army. The Commission is supervised by a nine-member Board; five members are nationals of the United States and four are Panamanians. Board members who are U.S. nationals are appointed with the advice and consent of the Senate.

The Commission was established to carry out the responsibilities of the United States with respect to the Panama Canal under the Panama Canal Treaty of 1977. In fulfilling these obligations, the Commission manages, operates, and maintains the Canal, its complementary works, installations, and equipment, and provides for the orderly transit of vessels through the Canal. The Commission will perform these functions until the treaty terminates on December 31, 1999, when the Republic of Panama will assume full responsibility for the Canal.

Under the Panama Canal Act of 1979, the Commission is expected to be financially self-sufficient and to make payments to the Republic of Panama as specified in the Panama Canal Treaty of 1977. The amount recommended includes $76,234,000 in payments to Panama consisting of a net tonnage payment of $56,234,000, a fixed annuity of $10,000,000, and a payment for public services of $10,000,000. No funds have been included for payments to Panama under article XIII, paragraph 4(c). These amounts are to be paid out of appropriations only to the extent that Canal operating revenues exceed expenditures of the Commission. Since the Committee does not anticipate that revenues will, in fact, exceed expenditures, no funds are recommended for this purpose.

The bill includes $400,284,000 for the operating expenses of the Panama Canal Commission, which is $20,000,000 less than the budget request and $1,000,000 less than the House and is in keeping with reduced levels of traffic. The Committee approves 7,872 positions as requested in the budget and restricts representation expenses of the Board to $10,000, the same as the House allowance, while deleting the House increase of $5,000 for the Secretary.

INTEREST REPAYMENT

The Committee has added language to the bill which will require the transfer of approximately $64,000,000 from the Panama Canal Commission fund to the general fund of the Treasury of interest collected on the U.S. investment in the Panama Canal.

Although the Panama Canal Act of 1979 does not expressly state what the Commission should do with respect to interest collected on the U.S. investment in the Canal, the legislative history indicates that the Commission should transfer the collections to the general fund of the U.S. Treasury where they can be used to finance the operations of the Government. This language is necessary to implement the original congressional intent associated with the Panama Canal Act of 1979 that these interest payments should be available unencumbered for the benefit of U.S. taxpayers.

Based on a study done earlier this year by GAO, payment of the interest will not detrimentally affect Canal operations. GAO reports: "* * * We found that on both a cash and obligational basis, repayment of the interest would be possible in 1986 at the beginning of the fiscal year in one lump sum and would not cause operational difficulties for the Commission." The Committee, however, does not require that the repayment be made in one lump sum and they may be made in installments during fiscal year 1986. Finally, the language included by the Committee will not require additional interest payments resulting from a retroactive recalculation of the U.S. investment base in the Canal.

This transfer will not affect Panama Canal tolls. GAO reports: "* * * The interest to be transferred, that was and is being collected as part of tolls during the period October 1, 1979, through September 30, 1985, has and will have been deposited in the Panama Canal Commission fund. Therefore, no toll increase will be needed to effect the transfer. Also, by not requiring the Commission to restore the investment base, current and future tolls will not need to be increased for the purpose of paying interest on the U.S. investment. Current tolls already include a sufficient amount of interest on the U.S. investment. There may be toll increases in the future for other reasons, but payments of interest on the U.S. investment will not create a need for a toll rate increase."

Capital Outlay

Appropriations, 1985	$23,500,000
(By transfer)	(1,700,000)
Budget estimate, 1986	26,500,000
House allowance	26,500,000
Committee recommendation	25,500,000

The Committee provides $25,500,000 for the Capital Outlay Program of the Commission. This amount is $1,000,000 less than the House allowance and budget request.

This is comprised of $16,935,000 for transit projects, $3,513,000 for utilities, and $5,052,000 for general support projects. The major projects approved include $3,500,000 for tugboat replacement, $2,895,000 for two towing locomotives, and $1,344,000 to replace launches and launch engines. The bill continues language allowing the replacement of 44 passenger motor vehicles.

UNITED STATES RAILWAY ASSOCIATION

Administrative Expenses

Appropriations, 1985	$2,100,000
Budget estimate, 1986	
House allowance	2,100,000
Committee recommendation	2,400,000

The United States Railway Association [USRA] was established in 1974 to restructure the bankrupt railroads of the Northeast. The Association developed a plan which resulted in the creation of the Consoli-

dated Rail Corporation (Conrail) on April 1, 1976, bringing together the rail properties of the seven bankrupts into a single system. Since that time, USRA has served as Conrail's banker and has monitored the Corporation's progress toward self-sufficiency for the Congress. The Association has also had primary responsibility for defending the Government's interest in the litigation over the value of the rail properties transfered to Conrail from the bankrupt estates.

The Committee recommends an appropriation of $2,400,000. This funding level is $300,000 more than the House allowance.

It is unclear when the proposed sale of the Government's 85 percent ownership of the Consolidated Rail Corporation by the Secretary of Transportation will be consummated. The United States Railway Association has been called upon by a number of individual Senators, Representatives, and Committees to analyze in detail various aspects of the sale and the resulting effects, both nationally and locally.

It is reasonable to expect that Congress will see to it that all concerns are thoroughly explored before any sale proposed is approved. Although the administration's budget did not request funding for USRA, it is the Federal agency in place with the expertise to adequately assist Congress in its deliberations.

The Committee wants to ensure that USRA has sufficient resources to perform the functions required. The Committee intends to monitor the situation regarding the funding needs and missions of the Association relative to the decision on Conrail.

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

Interest Payments

Appropriations, 1985	$46,175,945
Budget estimate, 1986	51,663,569
House allowance	51,663,569
Committee recommendation	51,663,569

The full budget request of $51,663,569 for the Federal share of the interest payments on the bonded indebtedness of the Washington Metropolitan Area Transit Authority is recommended. This is the same as the House allowance and the budget request.

The bond repayment agreement between the Department of Transportation and the Authority establishes an overall two-thirds Federal and one-third local cost sharing arrangement. However, for the interest payments due on July 1, 1979 through July 1, 1982 the Federal Government was authorized to fund up to 85 percent of the cost. To the extent the Authority has utilized these additional Federal funds (up to 85 percent), repayment will be required no later than January 1993. Funding for the construction of the rail system is mentioned earlier in this report under the appropriation for the Urban Mass Transportation Administration.

TITLE III—GENERAL PROVISIONS

The Committee concurs with the general provisions that apply to the Department and agencies funded through this legislation in fiscal year 1986 as approved by the House in H.R. 3244, with the following deletions or changes:

1. Deletion of a provision relating to the Transportation Systems Center.
2. Deletion of a provision limiting the number of political appointees in the Department of Transportation.
3. Deletion of a provision limiting funds available for Department of Transportation advisory committees.
4. Deletion of three general provisions relating to transit projects.
5. Deletion of a provision relating to toll collection on the Verrazano Bridge.
6. Addition of a provision permitting a 2-year demonstration project of truck size.
7. Addition of a provision relating to interstate construction in Hawaii.
8. Addition of a provision clarifying the match requirements for the section 18 transit program for rural transportation systems.
9. Additon of a provision requiring the timely release of appropriated transit funds.
10. Addition of a provision regarding the Belle Vernon Interstate segment in Pennsylvania.
11. Addition of a provision regarding indemnification for publishers of aeronautical charts.
12. Addition of a provision allowing the use of available interstate funds for highway substitution projects.

COMPLIANCE WITH RULE XVI, PARAGRAPH 7

Rule XVI, paragraph 7 states:

> Every report on general appropriation bills filed by the Committee on Appropriations shall identify with particularity each recommended amendment which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session.

The amendments to appropriations contained in the bill are made to carry out existing laws, treaties or legislation approved by the Senate except for programs lacking authorization, including those of Federal Railroad Administration, Federal Highway Administration, Research and Special Programs Administration, U.S. Railway Association, Pan-

ama Canal Commission, National Highway Traffic Safety Administration, and Coast Guard.

In addition, certain limitations are contained as amendments to House provisions stipulating Coast Guard military strength, and associated appropriations for military compensation and benefits. An amendment is also included which establishes a requirement that $328,000,000 be available for drug enforcement activities. Other amendments limiting vehicles, representation expenses, and establishing fund availability are included.

COMPLIANCE WITH RULE XXVI, PARAGRAPH 12

Rule XXVI, paragraph 12 states:

> Whenever a committee reports a bill or a joint resolution repealing or amending any statute or part thereof it shall make a report thereon and shall include in such report or in an accompanying document (to be prepared by the staff of such committee) (a) the test of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee. This paragraph shall not apply to any such report in which it is stated that, in the opinion of the Committee it is necessary to despense with the requirements of this subsection to expedite the business of the Senate.

1. A new section is added to the FAA Act (49 App. U.S.C. 1501 et seq.) as follows:

SEC. 324. (a) Title XI of the Federal Aviation Act of 1958 (49 App. U.S.C. 1501 et seq.) is amended by adding at the end thereof the following:

"AERONAUTICAL CHARTS AND MAPS

"SEC. 1118. Notwithstanding the provisions of section 1341 of title 31, United States Code, or any other provision of law, the U.S. Government shall enter into agreements to indemnify any person who publishes a chart or map for use in aeronautics from any claim, or portion of a claim, which arises out of such person's depiction on such chart or map of any defective or deficient flight procedure or airway, if such flight procedure or airway was—

"(1) promulgated by the Federal Aviation Administration;
"(2) accurately depicted on such chart or map; and
"(3) not obviously defective or deficient.".

(b) The table of contents of the Federal Aviation Act of 1958 is amended by inserting immediately after the item relating to section 1117 the following:

"Sec. 1118. Aeronautical charts and maps.".

2. A new section is added to section 119(d), 23 United States Code as follows:

Section 119(d), 23 United States Code, is amended by adding at the end of such section: *"Notwithstanding any other provision of law, and for the purposes of this subsection, the phrase 'segments of the interstate system open to traffic' shall include a proposed four-lane, limited access highway, 6.4 miles in length, the construction of which will relocate to a southern alignment a portion of an existing interstate highway which was originally built without the aid of funds authorized by section 108(b) of the Federal-Aid Highway Act of 1956, as amended, and which connects the east with an interstate highway on which tolls are charged. The construction of the proposed highway shall include a bridge over the Monongahela River.".*

3. The accompanying bill would amend section 5(b)(2) of the Urban Mass Transportation Act of 1964, as amended, as follows:

(2) Sums apportioned under subsection (a) not made available for expenditure by designated recipients in accordance with the terms of paragraph (1) of this subsection shall be made available to the Governor for expenditures in urbanized areas or parts thereof in accordance with the planning process required under section 8 of this Act and shall be fairly and equitably distributed. *Any funds apportioned for fiscal year 1982 or 1983 under subsection (a) for expenditure in an urbanized area with a population of less than 200,000 may be expended in an urbanized area with a population of 200,000 or more.* The Governor shall submit annually a report to the Secretary concerning the allocation of funds made available under this paragraph.

In addition, the bill amends section 5(c)(4) of the Urban Mass Transportation Act of 1964, as amended, as follows:

Sums apportioned under this section shall be available for obligation by the Governor or designated recipient for a period of three years following the close of the fiscal year for which such sums are apportioned *"except that any fiscal year 1982 funds made available to a Governor under section (b)(2) of the Urban Mass Transportation Act of 1964, as amended, that are unobligated as of October 1, 1985, or become unobligated thereafter, shall remain available for expenditure under section 5 until October 1, 1986.".* Any amounts so apportioned remaining unobligated at the end of such period shall be added to the amount available for apportionment under this section for

the succeeding fiscal year, except that any funds authorized by section 5(a) (3) and (4) which are so reapportioned shall remain subject to the limitations applicable to the original apportionment of such funds.

4. The bill amends section 18(e) of the Urban Mass Transportation Act of 1964, as amended, as follows:

Section 18(e) of the Urban Mass Transportation Act of 1964 is amended by adding at the end thereof the following: *"For the purpose of this subsection, the term 'Federal funds or revenues' does not include funds received by a recipient of funds under this section pursuant to a service agreement with a State or local social service agency or a private social service organization.*".

COMPLIANCE WITH RULE 26, PARAGRAPH 7(c)

Paragraph 7(c) of Rule XXVI of the Standing Rules of the Senate provides that:

> Whenever any committee by rollcall vote reports any measure or matter, the report of the committee upon such measure or matter shall include a tabulation of the votes cast by each member of the committee in favor of and in opposition to such measure or matter.

The votes cast on the motion to favorably report H.R. 3244, as amended, were as follows:

Voting for (21):

Stevens (by proxy)
Weicker
McClure (by proxy)
Laxalt (by proxy)
Garn
Cochran
Andrews
Abdnor
Kasten (by proxy)
D'Amato
Rudman
Domenici
Stennis
Byrd
Proxmire
Hollings
Chiles
Sasser (by proxy)
Lautenberg
Harkin (by proxy)
Hatfield

Voting against (1):

Burdick

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1986: Subcommittee on Transportation and Related Agencies	10.5	10,015	26.6	[1] 26,537
Projections of outlays associated with budget authority recommended in the bill:				
1986				[2] 8,555
1987				8,736
1988				3,327
1989				2,734
1990 and future year				1,880
Financial assistance to State and local governments for 1986 in the bill		2,619		830

[1] Includes outlays from prior-year budget authority; adjusted to conform with Committee estimates in allocations.

[2] Excludes outlays from prior-year budget authority; adjusted to conform with Committee estimates in allocations.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1985 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1986

[Amounts in dollars]

Item	1985 Appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1985 Appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
TITLE I - DEPARTMENT OF TRANSPORTATION							
Office of the Secretary							
Salaries and expenses	50,000,000	51,995,000	50,500,000	51,300,000	+1,300,000	-695,000	+800,000
(By transfer)	(65,000)	---	(330,000)	---	(-65,000)	---	(-330,000)
Transportation planning, research, and development	5,700,000	5,558,000	3,000,000	4,000,000	-1,700,000	-1,558,000	+1,000,000
(Limitation on working capital fund)	(64,500,000)	(67,033,000)	(64,500,000)	(64,500,000)	---	(-2,533,000)	---
Payments to air carriers	---	---	36,000,000	28,000,000	+28,000,000	+28,000,000	-8,000,000
Total, Office of the Secretary	55,700,000	57,553,000	89,500,000	83,300,000	+27,600,000	+25,747,000	-6,200,000
Coast Guard							
Operating expenses	1,740,000,000	1,788,608,000	1,777,200,000	1,560,101,000	-179,899,000	-228,507,000	-217,099,000
Appropriation for debt reduction	-202,861	---	---	---	+202,861	---	---
(By transfer)	(29,775,000)	---	(8,000,000)	(25,000,000)	(-3,775,000)	(+25,000,000)	(+17,000,000)
Total, operating expenses	1,739,797,139	1,788,608,000	1,777,200,000	1,560,101,000	-179,696,139	-228,507,000	-217,099,000
Acquisition, construction, and improvements	374,200,000	303,058,000	267,300,000	276,300,000	-97,900,000	-26,758,000	+9,000,000
(By transfer)	(6,240,000)	---	---	---	(-6,240,000)	---	---
Alteration of bridges	13,600,000	5,200,000	7,195,000	5,200,000	-8,400,000	---	-1,995,000
Retired pay	330,800,000	351,800,000	351,800,000	351,800,000	+21,000,000	---	---
Reserve training	58,833,000	61,502,000	61,502,000	61,502,000	+2,669,000	---	---
(By transfer)	(1,025,000)	---	---	---	(-1,025,000)	---	---

Research, development, test, and evaluation	23,000,000	23,000,000	23,000,000	21,000,000	-2,000,000	-2,000,000	-2,000,000
Offshore oil pollution compensation fund	1,000,000	1,000,000	1,000,000	1,000,000	---	---	---
(Limitation on obligations)	(60,000,000)	(60,000,000)	(60,000,000)	(60,000,000)	---	---	---
Deepwater port liability fund	1,000,000	1,000,000	1,000,000	1,000,000	---	---	---
(Limitation on obligations)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
Boat safety	13,625,000	13,625,000	13,625,000	---	-13,625,000	-13,625,000	-13,625,000
(Limitation on obligations)	(13,750,000)	---	---	(30,000,000)	(+16,250,000)	(+30,000,000)	(+30,000,000)
Total, Coast Guard	2,555,855,139	2,548,793,000	2,503,622,000	2,277,903,000	-277,952,139	-270,890,000	-225,719,000
Federal Aviation Administration							
Headquarters administration	66,900,000	66,578,000	64,400,000	64,400,000	-2,500,000	-2,178,000	---
Operations	2,624,600,000	2,749,870,000	2,694,600,000	2,414,400,000	-210,200,000	-335,470,000	-280,200,000
(By transfer)	(18,112,000)	---	---	---	(-18,112,000)	---	---
Subtotal, Operations and headquarters administration	2,691,500,000	2,816,448,000	2,759,000,000	2,478,800,000	-212,700,000	-337,648,000	-280,200,000
Facilities and equipment (Airport and Airway Trust Fund)	1,358,000,000	1,146,500,000	1,044,000,000	993,000,000	-365,000,000	-153,500,000	-51,000,000
Research, engineering and development (Airport and Airway Trust Fund)	265,000,000	197,925,000	190,000,000	192,000,000	-73,000,000	-5,925,000	+2,000,000
(By transfer)	---	---	---	(15,000,000)	(+15,000,000)	(+15,000,000)	(+15,000,000)
Grants-in-aid for airports:							
(Liquidation of contract authorization) (Airport and Airway Trust Fund)	(810,000,000)	(693,000,000)	(693,000,000)	(693,000,000)	(-117,000,000)	---	---
(Limitation on obligations)	(925,000,000)	(1,017,000,000)	(925,000,000)	(925,000,000)	---	(-92,000,000)	---
Operation and maintenance, Metropolitan Washington Airports	35,931,500	36,175,000	35,400,000	34,100,000	-1,831,500	-2,075,000	-1,300,000
(By transfer)	(505,000)	---	---	---	(-505,000)	---	---
Construction, Metropolitan Washington Airports	13,000,000	13,000,000	12,000,000	7,000,000	-6,000,000	-6,000,000	-5,000,000
Aircraft purchase loan guarantee program (borrowing authority)	(125,000,000)	(125,000,000)	(10,000,000)	(125,000,000)	---	---	(+115,000,000)
Total, Federal Aviation Administration	4,363,431,500	4,210,048,000	4,040,400,000	3,704,900,000	-658,531,500	-505,148,000	-335,500,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1985 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1986—Continued

[Amounts in dollars]

Item	1985 Appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1985 Appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Federal Highway Administration							
(Limitation on general operating expenses)	(204,452,000)	(203,761,000)	(204,500,000)	(203,761,000)	(-691,000)	---	(-739,000)
Highway safety research and development	8,500,000	8,500,000	8,500,000	8,500,000	---	---	---
Highway-related safety grants:							
(Liquidation of contract authorization) (Trust Fund)	(5,000,000)	(9,000,000)	(9,000,000)	(9,000,000)	(+4,000,000)	---	---
(Limitation on obligations)	(10,000,000)	(10,000,000)	(10,000,000)	(10,000,000)	---	---	---
Railroad-highway crossings demonstration projects	29,640,000	---	38,700,000	---	-29,640,000	---	-38,700,000
Intermodal Urban Demonstration Project	2,750,000	---	---	---	-2,750,000	---	---
Highway safety separations demonstration project	12,000,000	---	---	---	-12,000,000	---	---
Auto-Pedestrian separation demonstration project	1,750,000	---	---	---	-1,750,000	---	---
Federal-aid highways:							
(Liquidation of contract authorization)(Trust Fund)	(12,800,000,000)	(13,836,000,000)	(13,836,000,000)	(13,836,000,000)	(+1,036,000,000)	---	---
(Limitation on obligations)	(13,250,000,000)	(13,250,000,000)	(13,250,000,000)	(12,750,000,000)	(-500,000,000)	(-500,000,000)	(-500,000,000)
Right-of-way Revolving Fund (limitation on direct loans) (Trust Fund)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
Motor carrier safety	13,902,000	13,993,000	13,900,000	13,902,000	---	-91,000	+2,000
Motor carrier safety grants	14,000,000	14,000,000	14,000,000	20,000,000	+6,000,000	+6,000,000	+6,000,000
Access highways to public recreation areas on certain lakes	5,000,000	---	---	10,000,000	+5,000,000	+10,000,000	+10,000,000
Waste isolation pilot project roads	16,400,000	---	---	---	-16,400,000	---	---
Baltimore-Washington Parkway	---	---	6,500,000	---	---	---	-6,500,000
Rail Line Consolidation project (by transfer)	---	---	(5,000,000)	---	---	---	(-5,000,000)

Airport Highway Demonstration project (by transfer)...	---	---	(2,700,000)	---	---	---	(-2,700,000)
Total, Federal Highway Administration.....	103,942,000	36,493,000	81,600,000	52,402,000	-51,540,000	+15,909,000	-29,198,000
National Highway Traffic Safety Administration							
Operations and research.....	81,542,000	81,101,000	89,365,000	78,851,000	-2,691,000	-2,250,000	-10,514,000
(By transfer).....	---	(17,000,000)	---	(500,000)	(+500,000)	(-16,500,000)	(+500,000)
Highway traffic safety grants:							
Rescission.....	-250,000	---	---	---	+250,000	---	---
(Liquidation of contract authorization) (Trust Fund).....	(125,000,000)	(149,000,000)	(149,000,000)	(149,000,000)	(+24,000,000)	---	---
State and community highway safety (limitation on obligations).....	(126,500,000)	(126,500,000)	(126,500,000)	(126,500,000)	---	---	---
Alcohol safety incentive grants (limitation on obligations).....	(50,000,000)	(28,800,000)	(28,800,000)	(28,800,000)	(-21,200,000)	---	---
Total, National Highway Traffic Safety Administration.....	81,292,000	81,101,000	89,365,000	78,851,000	-2,441,000	-2,250,000	-10,514,000
Federal Railroad Administration							
Office of the Administrator.....	10,700,000	10,560,000	10,120,000	10,120,000	-580,000	-440,000	---
Railroad safety.....	26,061,000	27,975,000	28,000,000	27,764,000	+1,703,000	-211,000	-236,000
Railroad research and development.....	15,355,000	10,418,000	11,200,000	10,384,000	-4,971,000	-34,000	-816,000
Rail service assistance.....	92,042,000	5,762,000	20,200,000	20,220,000	-71,822,000	+14,458,000	+20,000
Appropriation for debt reduction.....	-60,281,000	---	---	---	+60,281,000	---	---
Settlements of railroad litigation.....	4,328,000	---	---	---	-4,328,000	---	---
Appropriation for debt reduction.....	-4,223,000	---	---	---	+4,223,000	---	---
Conrail labor protection.....	15,000,000	---	---	---	-15,000,000	---	---
Conrail labor protection (rescission).....	---	---	-8,000,000	---	---	---	+8,000,000
Northeast corridor improvement program.....	27,600,000	---	12,500,000	12,500,000	-15,100,000	+12,500,000	---
Grants to the National Railroad Passenger Corporation.	684,000,000	---	588,500,000	587,500,000	-96,500,000	+587,500,000	-1,000,000
(By transfer).....	---	---	(15,000,000)	(28,500,000)	(+28,500,000)	(+28,500,000)	(+13,500,000)
Railroad Rehabilitation and Improvement Financing Funds (limitation on new loan guarantees).....	(6,500,000)	---	---	(4,000,000)	(-2,500,000)	(+4,000,000)	(+4,000,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1985 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1986—Continued

[Amounts in dollars]

Item	1985 Appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1985 Appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Redeemable preference shares	---	---	30,000,000	16,500,000	+16,500,000	+16,500,000	-13,500,000
(By transfer)	---	---	(5,500,000)	---	---	---	(-5,500,000)
Conrail commuter transition assistance	---	---	10,000,000	---	---	---	-10,000,000
Total, Federal Railroad Administration (net)	810,582,000	54,715,000	702,520,000	684,988,000	-125,594,000	+630,273,000	-17,532,000
Urban Mass Transportation Administration							
Administrative expenses	31,000,000	27,405,000	31,000,000	30,000,000	-1,000,000	+2,595,000	-1,000,000
Research, training, and human resources	51,000,000	---	28,103,000	17,400,000	-33,600,000	+17,400,000	-10,703,000
Formula grants	2,449,500,000	---	2,210,000,000	2,100,000,000	-349,500,000	+2,100,000,000	-110,000,000
Formula capital grants:							
(Limitation of obligations)	---	(1,100,000,000)	---	---	---	(-1,100,000,000)	---
(Liquidation of contract authorization)	---	(55,000,000)	---	---	---	(-55,000,000)	---
Discretionary grants:							
(Limitation on obligations)	(1,120,000,000)	---	(1,010,000,000)	(1,100,000,000)	(-20,000,000)	(+1,100,000,000)	(+90,000,000)
(Liquidation of contract authorization)	(450,000,000)	(720,000,000)	(720,000,000)	(775,000,000)	(+325,000,000)	(+55,000,000)	(+55,000,000)
Interstate transfer grants-transit	250,000,000	---	237,500,000	200,000,000	-50,000,000	+200,000,000	-37,500,000
Washington Metro	250,000,000	250,000,000	237,500,000	187,500,000	-62,500,000	-62,500,000	-50,000,000
Total, Urban Mass Transportation Administration	3,031,500,000	277,405,000	2,744,103,000	2,534,900,000	-496,600,000	+2,257,495,000	-209,203,000
Saint Lawrence Seaway Development Corporation							
(Limitation on administrative expenses)	(1,792,000)	(1,942,000)	(1,890,000)	(1,942,000)	(+150,000)	---	(+52,000)

Research and Special Programs Administration							
Research and special programs	18,900,000	19,353,000	19,400,000	19,200,000	+300,000	-153,000	-200,000
(By transfer)	(950,000)	---	---	---	(-950,000)	---	---
Office of the Inspector General							
Salaries and expenses	27,900,000	27,692,000	27,950,000	27,250,000	-650,000	-442,000	-700,000
Total, title I, Department of Transportation:							
New budget (obligational) authority (net)	11,049,102,639	7,313,153,000	10,298,460,000	9,463,694,000	-1,585,408,639	+2,150,541,000	-834,766,000
Appropriations	(11,113,809,500)	(7,313,153,000)	(10,306,460,000)	(9,463,694,000)	(-1,650,115,500)	(+2,150,541,000)	(-842,766,000)
Appropriations for debt reduction	(-64,706,861)	---	---	---	(+64,706,861)	---	---
Rescission	---	---	(-8,000,000)	---	---	---	(+8,000,000)
(By transfer)	(55,672,000)	(17,000,000)	(36,530,000)	(69,000,000)	(+13,328,000)	(+52,000,000)	(+32,470,000)
(Limitations on general operating and administrative expenses)	(206,244,000)	(205,703,000)	(206,390,000)	(205,703,000)	(-541,000)	---	(-687,000)
(Limitations on obligations)	(15,605,250,000)	(15,642,300,000)	(15,460,300,000)	(15,080,300,000)	(-524,950,000)	(-562,000,000)	(-380,000,000)
(Limitations on direct loans)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
(Limitations on new loan guarantees)	(6,500,000)	---	---	(4,000,000)	(-2,500,000)	(+4,000,000)	(+4,000,000)
(Limitation on working capital fund)	(64,500,000)	(67,033,000)	(64,500,000)	(64,500,000)	---	(-2,533,000)	---
(Liquidation of contract authorization)	(14,190,000,000)	(15,462,000,000)	(15,407,000,000)	(15,462,000,000)	(+1,272,000,000)	---	(+55,000,000)
(Appropriation for debt reduction)	(64,706,861)	---	---	---	(-64,706,861)	---	---
TITLE II - RELATED AGENCIES							
Architectural and Transportation Barriers Compliance Board							
Salaries and expenses	2,000,000	1,975,000	2,000,000	1,975,000	-25,000	---	-25,000
National Transportation Safety Board							
Salaries and expenses	21,899,000	22,087,000	22,400,000	22,200,000	+301,000	+113,000	-200,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1985 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1986—Continued

[Amounts in dollars]

Item	1985 Appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1985 Appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Civil Aeronautics Board							
Salaries and expenses	5,600,000	---	---	---	-5,600,000	---	---
Payments to air carriers	52,000,000	---	---	---	-52,000,000	---	---
Total, Civil Aeronautics Board	57,600,000	---	---	---	-57,600,000	---	---
Interstate Commerce Commission							
Salaries and expenses	51,100,000	52,557,000	48,180,000	47,000,000	-4,100,000	-5,557,000	-1,180,000
(By transfer)	---	---	(2,300,000)	(2,300,000)	(+2,300,000)	(+2,300,000)	---
Payments for directed rail service (limitation on obligations)	(1,000,000)	(1,000,000)	(1,000,000)	(1,000,000)	---	---	---
Panama Canal Commission							
Operating expenses	406,346,000	420,284,000	401,284,000	400,284,000	-6,062,000	-20,000,000	-1,000,000
Capital outlay	23,500,000	26,500,000	26,500,000	25,500,000	+2,000,000	-1,000,000	-1,000,000
(By transfer)	(1,700,000)	---	---	---	(-1,700,000)	---	---
Payments to the Republic of Panama (by transfer)	(2,705,000)	---	---	---	(-2,705,000)	---	---
Total, Panama Canal Commission	429,846,000	446,784,000	427,784,000	425,784,000	-4,062,000	-21,000,000	-2,000,000
United States Railway Association							
Administrative expenses	2,100,000	---	2,100,000	2,400,000	+300,000	+2,400,000	+300,000

Washington Metropolitan Area Transit Authority							
Interest payments	46,175,945	51,663,569	51,663,569	51,663,569	+5,487,624	---	---
Total, title II, related agencies:							
New budget (obligational) authority	610,720,945	575,066,569	554,127,369	551,022,569	-59,698,376	-24,044,000	-3,105,000
(Limitation on obligations)	(1,000,000)	(1,000,000)	(1,000,000)	(1,000,000)	---	---	---
RECAPITULATION							
Grand total:							
New budget (obligational) authority	11,659,823,584	7,888,219,569	10,852,587,569	10,014,716,569	-1,645,107,015	+2,126,497,000	-837,871,000
Appropriations	(11,724,530,445)	(7,888,219,569)	(10,860,587,569)	(10,014,716,569)	(-1,709,813,876)	(+2,126,497,000)	(-845,871,000)
Appropriations for debt reduction	(-64,706,861)	---	---	---	(+64,706,861)	---	---
(By transfer)	(60,077,000)	(17,000,000)	(38,830,000)	(71,300,000)	(+11,223,000)	(+54,300,000)	(+32,470,000)
(Limitations on general operating and administrative expenses)	(206,244,000)	(205,703,000)	(206,390,000)	(205,703,000)	(-541,000)	---	(-687,000)
(Limitations on obligations)	(15,606,250,000)	(15,643,300,000)	(15,461,300,000)	(15,081,300,000)	(-524,950,000)	(-562,000,000)	(-380,000,000)
(Limitations on direct loans)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
(Limitations on new loan guarantees)	(6,500,000)	---	---	(4,000,000)	(-2,500,000)	(+4,000,000)	(+4,000,000)
(Limitation on working capital fund)	(64,500,000)	(67,033,000)	(64,500,000)	(64,500,000)	---	(-2,533,000)	---
Memoranda:							
(Appropriations to liquidate contract authorizations)	(14,190,000,000)	(15,462,000,000)	(15,407,000,000)	(15,462,000,000)	(+1,272,000,000)	---	(+55,000,000)
(Appropriation for debt reduction)	(64,706,861)	---	---	---	(-64,706,861)	---	---
Total, appropriations including appropriations to liquidate contract authorization and appropriations for debt reduction	(25,914,530,445)	(23,350,219,569)	(26,259,587,569)	(25,476,716,569)	(-437,813,876)	(+2,126,497,000)	(-782,871,000)